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ABSTRACT

This document reports on a pilot project called "The Consortium of Schools for the Future," designed to anticipate and make necessary adaptations for the future of public education. A section describing the project precedes a discussion of the disparity between advantaged and disadvantaged students--particularly along racial and ethnic lines. Demographic information on Hispanics, Blacks, American Indians, and Asians in San Diego County, California, is given along with data on teen-pregnancy, poverty, drugs, AIDS (Acquired Immune Deficiency Syndrome), and gangs. The bulk of the document contains 15 case studies representing schools from all levels, school districts, and departments of education, as well as one home study alternative. Topics found in the case studies include school background, priorities, specific plans and projects, staff development, decision-making, problems, restructuring, school choice, tracking, technology, peer coaching, peer evaluation, key issues, curriculum, instruction, values, future plans, and parent, community, and school relationships. An annotated bibliography covering 11 videotapes, 2 audiotapes, and 100 written sources is appended along with sections on rewards incentives in the education profession, the issue of choice, and schools of the future. (CLA)

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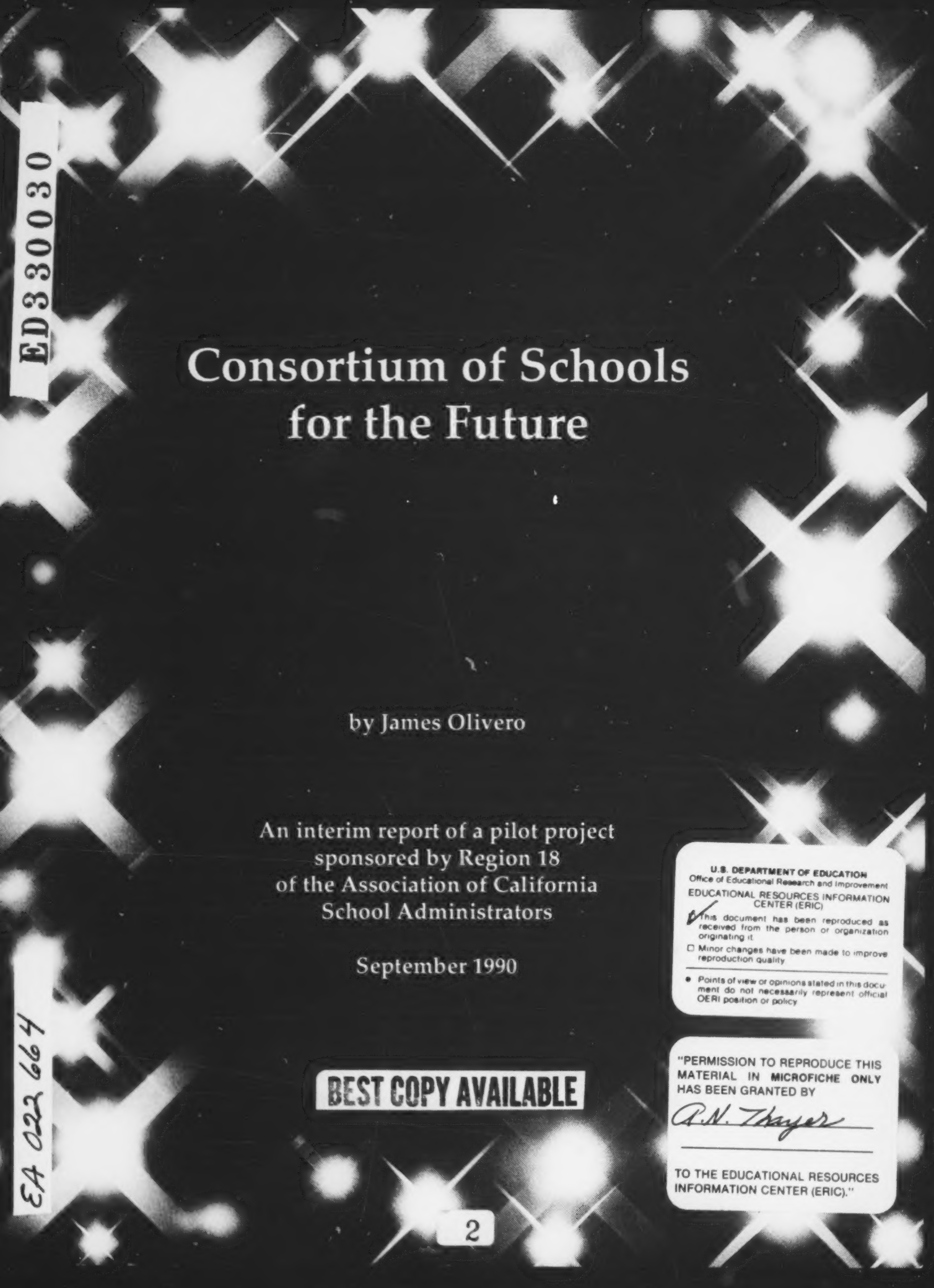

Consortium of Schools for the Future

by James Olivero

An interim report of a pilot project
sponsored by Region 18
of the Association of California
School Administrators

September 1990

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Interim Report

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Dedication

Dr. Jack Stone

This book is dedicated to Dr. Jack Stone. Jack is a true friend of education, educators and others associated with the teaching and learning profession. His distinguished career is highlighted by contributions to students, teachers and administrators. Indeed, he has been a powerful example and exceptional mentor to many.

Jack's roles in education have offered him a wide and varied background—teacher, consultant, administrator, project director, college professor, advisor, researcher, author; the responsibilities are nearly endless. In every instance he has been at the forefront of school improvement. He, clearly, is a man of action—matching activities with rhetoric (a somewhat uncommon characteristic of American education and educators.) His expert abilities, energy for important tasks and sensitivity to others serve as beacons to those of us who attempt to follow in his footsteps.

Since Jack is a man of vision, it is appropriate for this book to be dedicated to him. He has helped many of us modify our own thinking and doing. The project for the Consortium of Schools for the Future summarized in this book, from "planning **for** the future" to "planning **the** future," is symbolic of the leadership he has provided to his colleagues. We are indebted to him for his expertise. Without Dr. Stone's guidance, the Project not only would have failed to lift off the launch pad, but the potential benefits for boys and girls might never have been attempted in the first place. We are all better for his efforts.

James Olivero

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Preface

A Futures Perspective

Facing change is difficult, but nothing can be changed if it isn't faced.

—James Baldwin

The major purpose of this book is to report on the Region 18, Association of California School Administrators' Pilot Project called "The Consortium of Schools for the Future." In essence, the report describes the following:

1. The philosophical base on which the project was founded.
2. The organizational and logistical arrangements made to facilitate the project.
3. The on-going project activities underway in participating institutions and agencies.

Purpose

The year 2000 A.D. is just around the corner. Although the turn of the century will undoubtedly bring new trends, new excitement, new challenges, new trials and new tribulations—a futures' perspective calls for action today. Not tomorrow. The need to be proactive vs. reactive is obvious. If the need isn't recognized it should be. Why?

Not long ago some anonymous sage made the statement, "If you always do what you've always done, you'll always get what you always got." Perhaps, but if this statement were true, there might be no fuss. Most Americans (not many foreigners) are aware of the cogent fact our public schools have served the people of our nation better than any other educational system in the world. Never has a challenge gone unmet—whether that challenge was preparing new immigrants to work in the fields and factories or whether we thought we needed to win the space race, to beat the Soviets to the moon. We have done more than reasonably well in the past, why worry?

Alas, "worry" is caused by the fact that both America's people and institutions have changed. Certainly anyone who has traveled in other countries and has noticed the "before" and "after" is aware the rest of the world is also changing. What was good enough educationally in the past is no longer good enough for today—and certainly good enough for today will not be good enough for the future. At least that future projected by many of our most learned scholars.

While much of the information in this book is based on the work of futurists, one need not be a student of the future to realize the times are changing, especially as the mass media bombard our citizens with "futures" documentation. Invariably nearly every newspaper publication or television news production contains at least one "first," e.g., a new invention, a new discovery, a new innovation.

Impact

Some new inventions may or may not generate a major impact on our schools, or on the people who work and study in the schools. The pocket-sized computer weighing less than a pound may not cause much of a ripple effect in education circles—but technology (the umbrella term for high-tech advancements) will impact strongly in both society and the schools. Yesterday was the time to begin planning and taking action in anticipation of the impact.

Unfortunately, there are too many pieces of evidence (expanded in the context of this book) to suggest we haven't yet developed appropriate strategic plans and tactical approaches to the challenges we face. We can't wait much longer, if we can wait at all.

Deja vu

In a recent TV series prepared for public television and narrated by Roger Mudd, the point was driven home that today's classrooms appear remarkably similar to the classrooms of the 1900 vintage. Assuming there are few dramatic changes in the next 10 years—some critics of education claim there is a 50 year lag between idea and implementation—will the classroom of 2000 A.D. get us what we have always got, or will the schools (and the people who work in the schools) get for our students what the students will need?

We are faced with challenges much greater and more onerous than any known in the past. Fortunately, most prognosticators believe we have the "will" to gain a handle on what at first glance appears to be an overwhelming set of problems. Action on our resolve, however, is crucial.

Not too many years ago, I had the unique privilege of serving on Ernie Boyer's Carnegie Commission "Study of the American High School." At least theoretically, I represented the Association of California School Administrators. A practical aspect of the Commission study was to allow and encourage members of the Commission to make site visits to different high schools throughout the United States. The schools were located in rural, suburban and inner-city locations. Factually, the selected schools represented the very finest examples of quality, public education as well as the very worst examples of public education.

I happened to pick a school in the Bronx to visit. Frankly, I wouldn't know where to begin to turn this school around (based on what I saw, no one else knows how to turn the school around either—in spite of amazingly heroic efforts by the principal and certain members of the staff). When one must pass through a metal detector to get into a school, the machine is a pretty good indicator there may be a few problems. After entering the school through an apparatus similar to metal detectors at airports, observing drug sales in the hallways and seeing a chain fight in the cafeteria, I left the school thinking the best thing that could happen would be a bomb to blow the place up and to start over—maybe an effective but not particularly practical plan of action.

If solutions do emerge to the problems I saw, those solutions will not likely be mandated by some far-removed commission or another "Blue Ribbon" committee report. Solutions to problems will (or will not) come from people in the trenches, the people who live and work at the sites day in and day out.

Alternative solutions

Because the needs are different at different sites, this phenomenon suggests there is no single equation which results in a plausible solution to all challenges. As painful as the process may be, each community of people at each site will need to resolve the challenges unique to the site. A school where 1 out of 7 students was born in a foreign country has, conceivably, different priorities than a school where 88 percent of the students upon graduation from high school go on for a college education. To prescribe the same solutions for both school populations may not make a lot of sense. The equal treatment of unequals turns out to be unequal. And anyone who argues that everything is equal is very naive.

The "common solution" remedy should not be taken lightly. Too many state Boards of Education may, in fact, do major disservice to too many students by demanding graduation requirements that are out of reach/ interest to the students, especially to high-risk students. Attempting to force the same medicine on all students may hurt more than help.

People at the local level are more likely to know what students need than people who are far removed. People at think tanks may offer general ideas, but still not understand the specific needs at local sites. Realistically, there seems to be a major difference between what the theorists believe needs to be done and what people in the trenches believe needs to be done.

People at the site level cannot ignore the responsibility for addressing student needs for today and tomorrow. Unfortunately, the community of people in some schools is so busy dealing with the daily crises that engulf them they aren't allowed many opportunities to worry much about "what might be." They are very busy dealing with "what is."

Practical audience

This book is written in support of those educators who are "up to their behinds in alligators."

Busy people need and deserve quality shortcuts for their critical work. Busy people don't have time to reinvent every wheel. This book will serve its purpose if people in school communities are able to use the contents of the publication to launch and carry out specific improvement plans at their sites. Hopefully, the contents of the book will serve as a catalyst for those in the trenches who want to restructure the schools where they work, helping the people know where to begin. Certainly, educators in many school districts have already progressed well beyond the "baby steps" for change and improvement offered in this book. For those people, the ideas in the book may not be very useful. For those who are considering the sprint from the starter's blocks, maybe the contents of the book will turn on the adrenaline.

Purpose

Specifically, the contents of this book are designed to serve at least six purposes:

1. The book summarizes the plethora of information describing what we need to do to restructure our schools.
2. The book, arbitrarily, based on the biases of the author, establishes priorities about things that are important, things which represent the "right" stuff rather than "interesting" stuff.
3. The book outlines a number of the most significant change trends and their potential to impact education and society.
4. The book offers concrete recommendations for building a long-range strategic plan with appropriate tactical decision points.
5. The book provides several examples of what schools of the future might look like—with case study explanations.
6. The book describes a role which can be assumed by a professional association to assist in the restructuring process.

At least theoretically, the book is currently the only one of its type—building on the six themes mentioned above.

Naturally, not all the ideas contained in this publication are those of the writer. Indeed, some of the ideas are not, necessarily, advocated by the author. Regardless of where the ideas came from—generally represented by the annotated bibliographical references at the end of the book—I accept responsibility for the representation presented herein.

The document takes us back to the days of Walter Cronkite when he was at the peak of his television influence. He opened his show called "20th Century" by saying, "Everything is as it was, except, you are there. What kind of a day was it? A day like all days, filled with those events which alter and illuminate our lives." Right on, Walter.

People in bygone years influenced our existence today, so we, too, will influence the lives of those who follow. What we do today will affect our children and our children's children. Unlike the past, though, the pace of change has accelerated. We can no longer be satisfied with where we've been.

Change is consistent

The accelerated rate of change is well documented by Alvin Toffler and others who point out there has been more change since 1950 than from the time of Julius Caesar up to the mid-twentieth century. Believe it? I didn't until I considered the matter a few moments. Since 1950 some of the major events which have taken place in the United States include: civil rights legislation; the new morality (and a reversal to the "old" morality); the drug culture; Vietnam; Watergate; space flight; cloning; credit cards; explorations into altered states of consciousness; Salk vaccine; AIDS; the microwave and a tremendous acceleration in the fast-food market—only a few of the many possible illustrations.

Education and destiny

People in our educational system define and control our destiny. Schools have passed through an evolutionary cycle from the Boston Latin Grammar School when the school's role was to provide religious preparation to the present period where the comprehensive school plan is to provide an entry level employment skill and/or to provide skills for success in a post-secondary institution. Schools need to prepare people not for what has been and is, but for what might be.

What "might be" is fuzzy, imprecise and risky. But our accelerated change process demands that we project the future and plan today for all manner of eventualities. Some psychics claim they can look into the future: I cannot. What I can do, though—as can any other educator—is look at some of the signs and trends and make some calculated, insightful guesses. Moreover, I believe I can plan strategies to help us get "there from here." All educators can.

Change can be either positive or negative; seldom is it neutral. What I am concerned about is positive change, not change for the sake of change. The changes we do make must result in improvements. Too often we invest our scarce educational resources—time, people, materials and tax dollars—into ventures with little chance of major payoff. No matter how hard we try, our energies must be directed toward potentially beneficial outcomes. We can't waste time figuring out better ways to do things we shouldn't be doing in the first place.

Not long ago I attended a high school faculty meeting where the question under consideration for the eighth time was whether or not children should be allowed to wear hats in school. An incredible amount of energy had been invested in the eight discussions. (From visiting the school, I was convinced there were a few "heavier" issues that needed attention. The zealous discussions about hats prevented attention from being given to other topics.) Just trying to enforce such a rule, had they decided "no hats," would have required further investment of energies—conceivably with limited payoff. The old equation 14 X 0 = 0 is true. If we aren't careful, we can put a lot of talk and energy into bad ideas. Results, in the long run, make little difference.

Yes, Walter, we are here. And it is up to us to make the differences that count; other can't do the jobs of those in the trenches.

What actions?

When push comes to shove, we have at least three alternative courses of action available to us: ignore the situation; urge people to look squarely at the situation and become absolutely horrified; or begin a systematic study of the future and take action to define our destiny.

We can't go back to the so-called "good ol' days." The fact is, these are the best of times and these are the worst of times. These times are the times we have. We can determine, we can create our destiny. As Knute Rockne (reputedly) said, "If we think we can, or if we think we can't, we'll be right either way."

Courage and conviction

This book, then, is dedicated to those with courage. Rollo May, author of *The Courage to Create*, suggests people need four kinds of courage to help shape the future. The first is physical courage of a kind expressed neither in violence nor in a struggle for egocentric power over others. This type of physical courage supports the use of the body not for the development of muscle, but for the cultivation of sensitivity. A second kind of courage is the moral courage to become involved. The most prevalent form of cowardice in our day, says May, is expressed in the statement, "I did not want to become involved." The third type of courage is social courage. This has to do with relating to other human beings, the capacity to open oneself in the hope of achieving meaningful intimacy—the choice of devoting oneself over a period of time to a relationship that will demand increasing openness.

This brings us to what may be the most important type of courage—what May calls creative courage—the ability to discover new forms, new symbols and new patterns which enhance a new society. Like other futurists, he implores educators to live with a sensitivity that will permit them to act in an age of limbo, to act in a way to make sense out of nonsense. Living with ambiguity is a prerequisite for innovative educators.

In every era and every place, people have fashioned cultures and societies as individuals. Working collectively they have arrived at convictions about what things should or should not be. They came, indeed, to realize that things could be improved. This book is for those people.

Tomorrow's Schools Today

Background

ACSA's Region 18 educational leaders are convinced improvement in schools—restructuring—will result from the efforts of district and site administrators, teachers and community members at the local level. Not from the exhortations extolling yet another set of recommendations from another blue-ribbon committee.

Beginning in October 1987 with six participating districts, the Region 18 Consortium of Schools for the Future has grown to include 15 school districts, two county offices of education and three institutions of higher education in San Diego and Imperial counties. The purpose of the consortium is to anticipate and make necessary adaptations for the future, to substantially improve the ways in which public education is structured.

Agency teams participate as partners. Although a few districts had initiated strategic long-range planning prior to the start of the ACSA-sponsored program, all of the institutional team members now share ideas and findings via the consortium. The strengths of this effort are the legitimacy and the autonomy a professional association extends when sponsoring action-oriented teams that seek to accomplish their own goals.

An assumption of the consortium is that people outside the schools and districts too often propose panaceas to people doing the job. In the past people closest to the problems have been given little incentive or resources with which to solve their own problems. This project reverses the *status quo* by arranging for those who have responsibility for implementing the plan to have the loudest voice in the plan's design, development and implementation.

To launch the project, initial support grants were provided by the Danforth Foundation and United Resources, Inc. Participating agencies also contributed in-kind resources. The Project Steering Committee, made up of superintendents elected by representative ballot, has helped move the project from reliance on outside funding sources to a project totally supported by registration fees from participating districts. The ACSA Consortium became self-supporting in the 1990-91 school year.

Focus

Ample evidence supports the contention that society is changing. There is, therefore, a need for educators in public schools to help our citizens meet the challenges brought about by the changes. Consortium participants identified probable structural changes in the areas of:

- technology
- occupations and the work force
- global concerns
- demographics—and ever-changing student populations
- social issues
- fiscal and human resources
- life-long learning culture
- educational processes
- school organization

The list is obviously abbreviated.

Assuming significant changes by 2001 in the areas identified, consortium members asked the significant question, "What action should be taken by educators?"

A review of relevant literature suggested some 48 national and state studies had been completed on the topic of restructuring or reforming the schools. Study groups had sprung from the highest office in the land to state and even local political groups. Sooner or later a specific study was completed, often with considerable fanfare, and a laundry list of recommendations was offered, usually to the media.

The reports too often became ends in themselves rather than means to ends. The appropriate ultimate end, obviously, is to help today's students—as well as the students who follow—meet and enhance the world which will greet or confront them throughout their lives.

Region 18 of the Association of California School Administrators agrees with the notion that schools need to be improved. Moreover, there is agreement that some viable recommendations have emerged from certain blue ribbon groups.

Without doubt, the task of restructuring requires bold initiative and collegial support. ACSA believes, however, that (1) specific recommendations need to be put to the test via implementation action plans, and (2) whatever action occurs is most likely to succeed if people responsible for implementation are significantly included in the decision-making process.

Involvement, indeed, is not limited to people at a particular school site; involvement may include a team of people from education, industry and other interrelated agencies concerned about our nation's most important commodity—our youth.

This type of project can make a difference. Project teams at schools can improve the quality of education. Even if the sites are not constituted as we have known them in the past, people in the schools should be able to boast, "Skills are taught, esthetics are valued, curiosity is encouraged, friendships are established, values are acquired, excellence is expected and children are loved."

Unfortunately too many of the blue ribbon topics, members of the consortium concluded, were simply suggestions for tinkering with the system. Restructuring requires more than merely tinkering, making a few minor adjustments here and there. Unfortunately, considerably more emphasis has been placed on "studies" than on action. In fact, in some instances one study had not been completed before another study was launched.

Given the fact our public school system has served our nation and its people well over the years, now is the time to make good schools even better. The Consortium for Schools of the Future, therefore, puts its chips on doers, the people in the educational community who wish to move beyond analysis and discussion to action.

Change is inevitable

Certainly change is inevitable. There is ample evidence our international society is undergoing continued and dramatic change. One merely needs to read some of the more popular publications or to watch television newsbriefs to gain a feel for what is happening on a daily basis. Events around the world are unfolding at an incredible pace. We have a hard time keeping up as one major change follows another. One commentator recently, for instance, suggested more new knowledge was produced from 1960 to 1988 than was produced from the beginning of our planet to 1960.

Whether the commentator is accurate in her statement is a rather moot point. No one debates whether or not change is occurring. There is less agreement, however, that "change" is congruent with the concept of "improvement."

Here, for instance, is a brief listing of some technological, social and medical changes (not necessarily improvements) which have taken place in the past few decades:

- Family structure has changed; considerably more single-parent families today.
- Heart and lung transplants are quite common.
- Women are much more involved in careers; marriages and children come later in life.
- Drugs are used much more in illegal and divisive manners.
- Our national deficit has increased dramatically.
- Black, Hispanic and Asian-American groups are becoming the majority populations in many San Diego and Imperial County schools.
- Computers are common in nearly all business activities.
- Environmental concerns over smog, breaks in the ozone layer and pollution of our world's water sources have risen.

- Life expectancy of men and women in the United States has continued to move upward, for most people.
- Other industrial nations such as Japan and West Germany have replaced the U.S. in certain foreign markets.
- Student test scores on the ACT and the SAT have continued to decline since the early 1960s.
- Sexual morality was relaxed, at least until the discovery of and concern about AIDS.

In some fields of technology, for instance, new developments are even more startling that those posted here. Contemporary changes are so amazing concerned people are beginning to notice conflicts between what can be done and what should be done. This type of conflict suggests future citizens will need to deal with increasingly complex value decisions, at least some of which evolve around the issue, "Even if we can, should we?"

If we can control genes, chromosomes and DNA, should we? If we can produce power via nuclear fission or fusion, should we? If we can keep people alive but only in a comatose state, should we? When one considers future scenarios, one not only needs to project how current tools will be put to use—as well as the tools that have not as yet been conceived—but how the tools can be put to **positive** use in our global society. This futures' business is no small order.

Futures' teams

Realistically, the futures' teams sponsored by ACSA are able to meet the daily struggles on the one hand and to think boldly and positively on the other hand. The team members understand neither "more" of the same nor even "better" of the same is likely to produce the results desired.

The project team at each agency requires time to study, debate, communicate and act. The ACSA design-model acknowledges the fact most educators and community resource people are unable to make the world stand still, perhaps the only way thorough analyzes can be completed. The resource of time for members of the teams is a continuing obstacle. One way to help with this matter is to establish priorities for attention.

Briefly, consortium attention is placed on six priorities:

- Restructuring of the school organization.
  - Redefinition of "school."
  - Redefinition of school time.
  - Redefinition of teachers and administrators.
  - Change in concept of student promotion and achievement.
  - Change in governance.
  - Day-care centers for working parents.
  - Changes in compulsory attendance rules.

- Use of technology.
  - Changes in the concept of computer use.
  - Expand classrooms to homes, community and the world.
  - Modification of data and information acquisition.
  - Reorganize management of student information and instructional services.
  - Advanced placement instruction by satellite TV.

- Partnerships with business and industry.
  - Modification of "comprehensive" high school concept.
  - Evolve beyond project-specific activities between business and education to a dual responsibility concept, interfacing mutual needs supported by mutual resources.
  - Expand schools to include research facilities and capabilities.
  - View the school setting as the community at large.

- Restructure educational processes including curriculum and instruction.
  - Evolve from teaching content to teaching processes with emphasis given to thinking skills, problem solving, cooperative living, ethics and leadership.
  - Evolve from knowledge and information memorization to skills for information retrieval and processing.
  - Change concept of district curricula to closely resemble application or use in society/life.

- Equip learners for an era of lifelong learning.
  - Create and positively reinforce a love for learning.

- Teach and model the values of continuous personal and professional growth.

- Restructure fiscal and human resources.
  - Discretionary funds at the local site.
  - Rewards and incentives for quality instruction.
  - Changes in staff formula to reflect a greater diversification of roles.
  - Increases in parental choice.
  - Local decision making.

Clearly, many of the possibilities aren't new; some, indeed, are reflected in studies conducted by various "special" groups, i.e., blue ribbon committees. The priorities presented, however, grew from grassroots participation rather than from self-selected experts.

Undoubtedly there is room in education for both those who "think" and those who "do"; the ACSA consortium attempts to take advantage of each group.

Obviously no one can predict with total accuracy what the year 2001 will bring—or what tomorrow, for that matter, will look like. Futurists such as Naisbitt and Kahn, for instance, have given considerable time and talent to futures' issues and even these scholars find there are several areas where they have reviewed essentially the same data and have arrived at different conclusions. The ACSA effort to ponder the future anticipates similar results; that is, ACSA believes different study groups will arrive at different projections regarding the future and, consequently, will act to implement alternative interventions through field-testing.

Resources

There are no pre-determined scenarios designated for the future. ACSA encourages a no-holds-barred analysis. There are no givens, no preconceived conclusions—with the exception, perhaps, of a scenario which suggests the youth of our nation will always need to be educated—and that the quality of education available will determine the standard of living for our people.

Priority areas were not chosen whimsically. Participants on many site and district teams relied on background data from a *Futures' Kit* chock full of resources. The kit was researched and prepared by a consortium staff consultant. The kit includes videotapes, audio tapes, newspaper clippings, pertinent magazine articles and other major national and state reports. (An annotated bibliographical reference of selected resources in the kit is included as Appendix A in this publication.) In addition to the kit resources, outside consultants are called on for their expertise as needed, combining fiscal resources from different organizations when feasible. As a result, institutional resources are maximized—a major objective of the consortium.

Participation in the consortium includes representatives from small districts, medium-sized districts and the largest district in the two counties (San Diego Unified School District.) Moreover, the participating districts include reasonably affluent systems as well as districts with relatively few resources. Student populations are also very well represented. The different representations lend credence to the possibility that results of pilot tests will be transferable to other districts and schools. We hope that what is learned in one district can be exploited for use in another district. Clearly, considering the daily demands in the various school districts, educators do not have time to start from scratch on each issue.

One practical aspect of the "mix" of resources was achieved when the county offices of education and colleges and universities joined the participating districts in the consortium. San Diego State University, the University of San Diego and Point Loma Nazarene College all have members involved in the project. These are terribly important institutions given the fact that 50 percent of the professional staff of California will retire within the next 10 years. It is vital that the training at the colleges and universities take into account the needs of personnel for the year 2001.

The involvement of business and industry is a remaining area for enhancement. There is little doubt among consortium participants that business and industry must be brought into the educational picture as full-time and important partners. Exactly how to achieve this goal is still a somewhat elusive matter. Major attention will be given to this priority area as the consortium continues to mature.

Action plans

As an outgrowth of discussions and debates, representatives from each agency implement specific action plans via pilot projects. Each pilot, if successful, may be extended to other sites within and outside the district. This extension and transfer is a major objective of the consortium. Case studies are reported later in this publication, illustrating action plans in the participating districts and the futures' trends people in the district are addressing.

Over time, as expected, the consortium itself has undergone several structural modifications. The consortium has implemented its own action plan for restructuring.

At the outset of the project, significant impetus for activity was directed by leadership at the region level; funding for the project was supplied through grants from foundations.

Today, impetus for the consortium is centered in the participating districts. Funding for the consortium comes directly from the school districts and other agencies. The funds help to cover the overhead costs for the project. By combining fiscal resources, more tasks can be completed.

Consortium accomplishments are expanded in"case study" chapters which follow later in this book, but a summary of first and second year accomplishments as a project may be valuable here:

- Project operational structure was established.
- Comprehensive resource materials kits for each participating district were prepared.
- Workshops and conferences as orientation and training for participants were developed.
- Project publication and dissemination of information was started.
- Support and participation from business and industry, county offices of education, colleges and universities, and local, state and national foundations was solicited.

Rationale

As a result of the growth and development of the consortium, a firm rationale has evolved. Essentially the rationale contains five major principles:

- Maximum field involvement and leadership. When people in the schools buy into the consortium and have a stake in the consortium's effectiveness, the outcomes are likely to be far more substantive than when the region assumes the leadership. (The region has a role but the role does not include defining what administrators and teachers at school sites should be doing.)
- Responsibility for success is collective instead of primarily regional. The region responds in a service way to needs expressed by the participating members.
- The region arranges one annual set of meetings, primarily to assist the governance commission and the sub-committees in their initial efforts. All other meetings are established by sub-committees, as needed. In essence the region serves as a catalyst for consortium members.
- District, college, county office secretarial and other resources are tapped in support of "chair" responsibilities.
- Costs for participation in the consortium are maintained at a reasonably low level. Cost-effectiveness is possible when resources are parlayed and, when possible, outside sources are attracted for special events and/or projects.

Structure

Project activities are directed primarily by a Project Board, which serves as an Executive Committee, and by sub-committees.

The Executive Committee is made up of elected superintendents from defined geographical areas included in the vonsortium. The superintendents are elected by other members of the project.

There are four sub-committees with designated collective responsibilities, responsibilities which are demonstrated in the titles for the committees:

- "Brain Trust" R & D
- Staff Development
- Futures' Projects and Communication
- College R & D

Each sub-committee is chaired by a team leader from one of the participating districts.

Periodic discussion and decision meetings are scheduled by both the Executive Board and the various sub-committees during the course of the school year.

In addition to this formal structure, a Project Director (the ACSA Region 18 Consultant), three part-time staff consultants and a part-time secretary make up the foundation staff to facilitate project activities and communication efforts.

Communication

Communication is a fundamental element in the overall plan. A variety of instruments is used for on-going communication with project members, ACSA state and Region 18 members not officially a part of the consortium and other interested people.

The following communication tools are used:

- *Futures' Project Update*—A monthly newsletter informs participants of recent developments in the Consortium for Schools of the Future and provides information about individual agency projects. The newsletter is also a tool for communicating about calendared events—both those events sponsored by the consortium and events sponsored by individual agencies.

- *Communicator*—One (or more) issue of Region 18's newsletter is devoted to a comprehensive review of projects underway. This avenue of communication allows participating districts an opportunity to gain visibility for work in progress as well as providing other interested people with a contact for "potential" plans for action.

- *Occasional Papers*—Periodically "occasional papers" are prepared to produce in-depth reviews of futures' issues and to provide more thorough presentations about project developments. An example of one occasional paper is included as an appendix in this book re: **Incentives and Rewards** (See Appendix B.) Other occasional papers have been prepared on such topics as: **Values and Ethics, Home Study, Technology.** Most of the occasional papers are researched by a staff consultant who uses the ERIC system at the San Diego County Office for background data. (See Appendix D.)

- State ACSA *Thrust* and *EDCAL*—Pertinent reports and articles are solicited from consortium participants, reviewed by project consultant staff and submitted for publication in state publications with region support. This effort is especially important for the effort to communicate with other practicing administrators in the state of California, many of whom are wrestling with similar problems—but who do not have a formalized support group available for assistance.

- *Official Comprehensive Consortium Reports* (books)—This book is one example of an official report. Other books are anticipated as the project evolves.

Staff development

The consortium sponsors a variety of staff development activities in addition to and in support of district/agency efforts. Here is a partial listing:

- Region Fall and Spring Conferences—Selected progress reports on projects, incorporated as a part of total array of workshops, are included in the conferences.

- Seminar Series—Seminar sessions are arranged each year—stemming from either "Brain Trust" discussions or use of resource consultants. (See Appendix C for an example of background materials distributed prior to a think tank session re: **Choice.**)

- Region 18 Consultant Pool—A list of educational leaders, topics and projects within Region 18 has been developed—as well as an inventory of national futures' leaders and activities. Frequently the in-region consultants serve as resource people for district study teams involved in consortium activities. More often than not, local consultants are as potent as some "name" people.

- Area Workshops—These workshops are arranged to serve the needs of one or more districts/agencies as requested. "Show and tell" workshops are held periodically in different parts of San Diego and Imperial counties. On occasion the workshops are held in specific school districts.

- Collective Engagement of National Futures' Consultant—As desired and financed by participants a national leader is brought to the area for an extended series of presentations in strategic locations.

Program

At the heart of the Consortium for Schools of the Future effort are various futures' projects.The projects are designed to try out new structures for education in the 21st century.

Some projects may have been or will be initiated by districts/agencies themselves. Others may be stimulated by ideas developed through consortium activities. In any case it is the agencies' responsibility to initiate, develop and bring projects to their full fruition. The role of the consortium and its consultants is to "facilitate" through helping to find resource assistance as requested, to seek outside financial support for selected projects and to promote communication of project activities among consortium participants—as well as other interested educators.

Meetings (4 - 6) of agency team leaders and designated people from each of the participating agencies are focused on a single futures' issue or school restructuring problem. These meetings are designated as "Brain Trust" or "think tank" seminars. Prior to the "Brain Trust" session, team leaders are forwarded background information on the topic defined for discussion. The think-tank session presupposes study of the related material prior to discussions. Generally background materials are researched from ERIC documents. When possible, both pro and con sides of an issue are analyzed. Either a staff consultant or a member from one of the participating districts serves as facilitator for the discussions.

Usually an occasional paper emerges from the deliberations. The contents of the think tank exchanges are shared with others unable to attend the discussions.

On other occasions a follow-up workshop or the development of an action program in a district may result from the think-tank activity.

One major purpose of the "think tank" seminar is to allow busy administrators an opportunity to focus direct attention on a researched subject for a specified period of time and to check their own thinking against thinking of other competent individuals from other schools. Unfortunately, administrators in most schools are so terribly busy with crisis issues their intense involvement in current matters precludes thinking about plans for tomorrow.

The consortium budget is in keeping with the major principle of minimum district investment in the project while still assuring maximum pay-off. Naturally it is difficult at times to make a cost-effective analysis, but as the project has continued to grow and as greater definition to its activities have been gained, an assumption can be made that districts would not continue to be involved if members in the districts didn't feel they were gaining appropriate results. Essentially the cost to each agency is $1,500. Most district representatives can find better ways to spend $1,500 if they feel they aren't getting a reasonable product for the investment of their money. Participating districts expect the project to be accountable for the wise use of resources.

Summary

ACSA Region 18 now has a strategic planning model in place, is effectively supporting participating agencies and has a direction for the future. The three year evolution of the project has been a growing period for region leaders and district members. Because of a positive working relationship, each obstacle—including the need to overcome the reduction of foundation support—has been hurdled, and the project has been strengthened. Out of necessity has grown a more viable organization.

Support for participating agencies includes staff consultant assistance, periodic communication updates, scheduled workshops and training activities and other catalytic services via a brokerage arrangement provided by the region.The region association plays an important role in helping the left-hand know what the right-hand is doing.

Many of the participants in the consortium have confessed to the notion that futures' study should be an on-going activity in every district. But with the press of time and other commitments some of the "visionary" concepts do not receive as much attention as they should. The consortium helps to provide a legitimate structure for those who, for whatever reason, find it difficult to carve out the necessary study time within the general work schedule.

The topic of the future is fascinating, a topic which many people explore for a major part of their lives. Educators, however, are not engaged in an esoteric study of numbers and statistics, and trends—there is an even more important and critical bottom line to consider.

The bottom line

Although much has been said about products and processes for the next century, people involved in the of Schools for the Future are aware there is one primary purpose for all the efforts and investments of time, money and talent. Students, designated leaders for tomorrow, are the bottom line for all consortium thrusts.

Our Students

- Many of the data in this chapter come from the United Way Future Scan publication.

Purpose

The purpose of all the talk and activity about restructuring is to meet the changing needs of students. There is no question that the world of the child today is much different than the world most educators knew as children. When one considers the child's experiences, there is both good news and bad news.

The good news is today's students are healthier, wealthier and better schooled than their earlier counterparts. But at the same time that our students grow bigger and healthier, there is a growing disparity, largely along racial and ethnic lines, between advantaged and disadvantaged youngsters.

Even though today's students, especially Hispanic and black students, have a high dropout rate, they have more opportunities to return to the classroom than ever before—through formal education, through the military and through classes sponsored by businesses and industry. As one way to alleviate the discrepancy between the advantaged and disadvantaged individual, the dropout has continued access to free educational opportunities. If students drop out of school, they still have an opportunity to receive a high school diploma, through the GED and through enrollment in a local community college—on either a full or part time basis.

Many students, in fact, receive a diploma as a result of studying and learning while members of the military services. (Because of alternative routes to a high school diploma, the data on dropout figures are probably less than totally accurate—largely because students are able to get in and out of the formal and informal educational systems rather easily. Almost always there is a safety net for those who can and do avail themselves of the options.)

In spite of modest efforts, there is an increasing gap between the haves and have nots, as indicated by the most recent U.S. census data. Persons falling below the federally established poverty level comprised 10.7 percent of San Diego County's population in 1980. While current figures are not available, indications are the percentage has increased. Ethnic groups represented in the census are white, Asian, black, American Indian and Hispanic. At the $0 -$15,000 range of income are 31.3 percent of the white population, 37.4 percent of the Hispanic population, 37.3 percent Asian, 53.8 percent black and American Indians make up 53.5 percent of the low-income population. In "real" numbers rather than percentages there are more poor white families than families from other groups in the listing.

The percentage of Asians may be a little deceiving as the figure represents a large recent influx of Southeast Asian refugees. A significant percentage of these refugees have limited-English-speaking ability and need training in special skills. In 1985, Southeast Asian refugees in San Diego County totalled approximately 40,000 persons.

At the other end of the fiscal ladder, i.e., those with incomes above $35,000 are the following:

• White	18.2%
• Asian	14.5%
• Black	7.8%
• American Indians	8.6%
• Hispanic	8.0%

These data may be especially significant as those who tend to make the most money, i.e., the white population, are also the people who tend to move outside the city of San Diego.

Perhaps the most startling bit of data which reflects demographic information about school-age students is the fact approximately 16 percent of the children were born in another nation. The needs of these children have obvious implications for education. In addition to language requirements, more cross-cultural programs need to be developed which address the different cultures and customs, as well as the local, state and federal laws. Clearly, students do not learn to live together automatically, simply because they are housed together under the same roof in a place called "school."

Overall, the number of students in school will increase dramatically in the next decade, especially as the numbers in racial groups other than Caucasians move into the county. In 1980, ethnic groups comprised 26.3 percent of the county's total population. Projections for the year 2000 indicate this population will increase to approximately 40 percent. The percentage of non-white children in school will be more than 60 percent. The largest increases will occur in the Hispanic and Asian (particularly the Indochinese) communities.

The region will continue to become more multilingual and multicultural. Ethnic populations tend to be proportionately younger and an analysis of income by ethnic group in 1980 indicates a lower income level for ethnic populations than for Caucasians. Ethnic populations also tend to be concentrated within certain regions of the community. Each of these factors causes educators to ponder both short and long range implications—from matters related to school housing to bilingual and ESL programs.

Here are demographic data for each of the ethnic groups generally represented in San Diego County:

Hispanics

The Hispanic population will continue to be the largest ethnic group in San Diego County. In 1980, Hispanics comprised 14.8 percent (275,177 persons) of the county's total population. By the year 2000, this proportion is expected to increase to 22.9 percent (637,582 persons).

Additional data on the Hispanic populations reveals the following:

- In 1980 more than 57 percent of the Hispanic households were "renters," compared to 43 percent for Caucasians and Asians.

- Hispanics primarily reside in the communities of Southeast San Diego, National City, Chula Vista, Imperial Beach and San Ysidro.

- The 1980 age breakdown showed that the Hispanic population was much younger than the county average. There were 31,601 persons under the age of 5 (11.5 percent); 73,750 persons between 5 and 17 (26,8 percent); 159,524 persons between 18 and 64 (58.0 percent); and 10,302 persons 65 years and older (3.7 percent).

- In 1985, Hispanics accounted for 22.0 percent of the live births in San Diego County.

- The infant mortality rate for Hispanics in 1985 was 8.2 per 1,000 live births. This was lower than the county rate of 8.95.

- The estimated unemployment rate among Hispanics in 1987 was higher than the average county unemployment rate of 4.5 percent.

- In 1980, Hispanic youth comprised 17.1 percent of the county's student enrollment in nursery schools, 22.5 percent in elementary schools, and 19.1 percent in high schools. By the year 2000, Hispanic students will comprise more than 50.0 percent of the school-age population.

- Hispanics have educational attainment levels that are significantly below the county average. Of Hispanics 25 years and older in 1980, 35.5 percent had completed less than 8 years of school (compared to 10.7 percent for the total population). An additional 15.7 percent had not completed high school, while 7.9 percent graduated from college (compared to 20.9 percent for the region's total population).

- Hispanic youth comprised 30.1 percent of the county's high school dropout population (grades 10-12) in 1986-87.

- In 1980, Hispanics accounted for 24 percent of all juveniles arrested for serious offenses while comprising 21 percent of the youth population.

- The number of Hispanics developing AIDS is increasing. Between the months of April and September 1987, the number of AIDS cases among Hispanics increased from 42 to 63. A recent study indicated that 35 percent of the Hispanic population with AIDS identified intravenous drug use as the sole risk factor. This compares with only 5 percent of the Caucasian population.

Hispanics - immigrants

Mexican immigrants, both documented and undocumented, comprise a large subset of the Hispanic population. Results of 1984 research studies from the Center for U.S.-Mexican Studies (UCSD) show the characteristics of the documented immigrant population as follows:

- Mexican immigrant families reflect the general age profile of Mexico. In 1980, the median age of Mexican immigrants was 16 years, compared to 28.8 years for residents of the San Diego region.

- In 1980, Mexican children under the age of 15 comprised 30.3 percent of the immigrant population, compared to 20.6 percent for the total county.

- Only 2.0 percent of the Mexican immigrants were 65 years of age or older in 1980, compared to 10.3 percent of the county's total population.

- In 1980, only 7 percent of the Mexican immigrants lived in single-person households, compared to 24 percent for the San Diego region.

- In 1980, the average household size for Mexican immigrants was 4.6 persons, compared to 2.7 in San Diego County.

- Nearly 25 percent of the Mexican immigrants had incomes below the poverty level in 1980. This was 2.5 times the rate for residents of San Diego County.

- In 1980, 69 percent of the Mexican men earned below $7,000 a year. Only 14 percent of the women earned more than $10,000 a year, compared to 31 percent of the Mexican men. Both Mexican men and women are substantially below the earning power of the region's Caucasian population.

- Because of their low earning power, both spouses in Mexican families often work. Many children are left with extended family members, or are left unattended and unsupervised.

Hispanics - undocumented population

The undocumented population in San Diego County is estimated to be as high as 100,000 persons. Approximately 70,000 of them have applied for amnesty under the federal Immigration Reform and Control Act of 1986. The undocumented population is estimated to be increasing by 5,000-6,000 persons each year.

Research studies by the Center for U.S.-Mexican Studies (UCSD) indicate that:

- Approximately 45 percent of the undocumented population cannot speak English, and 55 percent cannot read English.

- Only one-third of the undocumented population have medical insurance, compared to 73.8 percent of the non-elderly adult population in San Diego County.

- The average household size among the undocumented in 1980 was 4.1, compared to the county average of 2.7.

- In 1980, 19.5 percent of the undocumented population lived below the poverty level, compared to 10.7 percent for the county. An additional 30.0 percent lived in "near poverty," compared to 5.7 percent for the county.

- In 1980, between 13,000 and 25,000 of the undocumented population held jobs in the San Diego region.

- The undocumented population adds between $8 million and $17.6 million to the region's economy through sales tax revenue. Undocumented workers earn between $77 million and $150 million annually, a portion of which is spent in the county. Undocumented workers tend to send a significant portion of their earnings home to support family and relatives in Mexico.

New demographic data will not be released until the 1990 U.S. Census has been completed. Changes in figures and accuracy of projections will be available about 1991.

Blacks

In 1980, blacks comprised 5.5 percent of the county's total population. This proportion is expected to remain fairly stable through the year 2000, resulting in a projected black population of approximately 128,025 persons.

Additional data on the region's black population reveals the following details:

- In 1980, there were 32,631 black households in the county. Of this total, 64 percent were renters, compared to 43 percent for Caucasians and Asians.

- Blacks reside primarily in the areas of Encanto, Chollas Park, Southeast San Diego, National City and Oceanside.

- The 1980 age breakdown showed that there were 9,676 black persons under the age of 5 (9.5 percent); 24,107 persons between 5 and 17 (23.6 percent); 66,632 persons between 18 and 64 (65.2 percent); and 3,946 persons 65 years and older (3.9 percent).

- In 1986, blacks accounted for 9.0 percent of the live births in San Diego County.

- The infant mortality rate for blacks in 1985 was 13.8 per 1,000 births, compared to the county rate of 8.95.

- In 1980, 11 percent of the births to blacks were low-weight infants, compared to a rate of 6.3 percent for the county.

- The estimated unemployment rate among blacks in 1987 was almost double the average county unemployment rate of 4.5 percent.

- In 1980, black children comprised 6.5 percent of the county's student enrollment in nursery schools and 6.9 percent in elementary schools.

- Of those black persons 25 years and older in 1980, 11.8 percent had completed less than 8 years of schooling (compared to 10.7 percent for the total population); 13.9 percent had some high school education; 35.3 percent had received a high school diploma; 27.8 percent had some college education; and 11.1 percent had graduated from college (compared to 20.9 percent for the region's total population).

- Black youth comprised 8.7 percent of the county's high school dropout population (grades 10-12) in 1986-87.

- Black juveniles comprised 21.0 percent of the offender population in 1980 while accounting for 7.7 percent of the total population.

- The number of blacks developing AIDS is increasing. Between the months of April and September 1987, the number of AIDS cases among blacks increased from 28 to 49. This increase is attributed primarily to intravenous drug use. A recent study indicated that 34 percent of the black population identified intravenous drug use as the sole risk factor.

American Indians

In 1980, American Indians comprised .8 percent (14,616 persons) of the region's total population. Current estimates suggest that there are between 22,000 and 25,000 American Indians (approximately 1.0 percent of the total population) in the county. This proportion is expected to remain fairly stable through the year 2000. Between 30 percent and 40 percent live on reservations.

San Diego County has the largest number of American Indian reservations in the U.S. with 18 distinct land bases identified. These reservations represent nearly 11 percent (approximately 122,032.4 acres in 1980) of the county's total land base. Urban growth and development have begun to infringe upon reservation land. Indian land is governed by

22,000 additional Indian-specific rules which will greatly impact future public works and health and human care service delivery.

Additional data on the region's American Indian population reveals the following details:

- In 1980, there were 4,609 American Indian households in the county. Of this total, 55 percent were renters, compared to 43 percent for Caucasians.

- The 1980 age breakdown showed that there were 1,238 American Indians under the age of 5 (8.5 percent); 3,252 persons between 5 and 17 (22.2 percent); 9,492 between 18 and 64 (64.9 percent); and 634 persons 65 years and older (4.4 percent).

- American Indians accounted for 2.4 percent of the live births in San Diego County in 1985.

- In 1985, the infant mortality rate for American Indians was 10.7 per 1,000 live births. This rate was higher than the county rate of 8.95.

- The estimated unemployment rate among American Indians in 1987 was almost double the average county unemployment rate of 4.5 percent.

- In 1980, 4,008 American Indian children were enrolled in county schools and 1,196 in colleges. Of those American Indians 25 years and older, 14.4 percent had completed less than 8 years of schooling (compared to 10.7 percent for the region's total population); 18.7 percent had some high school education; 35.2 percent received a high school diploma; 18.8 percent had some college education; and 3.1 percent had graduated from college (compared to 20.9 percent for the region's population).

Asians

In 1980, Asians comprised 4.8 percent (89,861 persons) of the county's total population. By the year 2,000, this percentage is expected to increase to 10.6 percent (246,739 persons),

Additional data on the Asian population reveals the following details:

- In 1980, there were 21,127 Asian households in the county. Approximately 43 percent of these households were renters, which was the same rate for the Caucasian population.

- The increase in the region's Asian population is attributed primarily to the rapidly growing Southeast Asian refugee community. In 1985, Southeast Asian refugees in San Diego County totalled approximately 40,000 persons. Although the number of Southeast Asian refugees entering the U.S. is down from earlier years, there is a continuing influx of new arrivals to San Diego County (1,626 in 1987).

- Secondary immigration continues to be a contributing factor in additional gains to the region's Southeast Asian refugee population. A significant percentage of these refugees have limited-English-speaking ability and need training in special skills that include dealing with problems of family dysfunction, stress, mental health and alcoholism.

- Asians primarily reside in the communities of National City, Oceanside, Mira Mesa, Otay, Paradise Hills, Nestor, Los Penasquitos and Linda Vista.

- The 1980 age breakdown showed that there were 8,303 Asian persons under the age of 5 (8.9 percent); 21,301 persons between 5 and 17 (23.7 percent); 56,940 persons between 18 and 64 (63.4 percent); and 3,617 persons 65 years and older (4.0 percent).

- In 1979, the region's median family income was $17,107, compared to $20,724 for all Asian families. For Japanese families, the median family income was $22,145; Vietnamese families had a median family income of $11,955; and Samoan families, $16,616. The higher median incomes tend to reflect multiple wage earners rather than higher salaries.

- Asians accounted for approximately 6.4 percent of the live births in San Diego County in 1985.

- The infant mortality rate for Asians was 7.95 per 1,000 live births in 1985. The rate was lower than the county rate of 8.95.

- The estimated unemployment rate among Asians in 1987 almost equaled the average county unemployment rate of 4.5 percent.

- In 1980, more than 60 percent of the Asian women 16 years of age and older were participating in the region's labor force, compared to 52 percent of the Caucasian women. For married Asian women, 62 percent were in the region's work force, compared to 48 percent of the married Caucasian women.

  Approximately 56 percent of the Asian women in the region's work force had children under the age of 6 years, compared to 42 percent for Caucasian women.

- In 1980, Asian children comprised 4.7 percent of the county's student enrollment in nursery schools, 7.0 percent in elementary schools, and 6.2 percent in high schools.

- In 1980, 13.8 percent of the Asians over 25 years of age had less than 8 years of schooling; 11.7 percent had some high school education; 25.6 percent had received a high school diploma; 18.8 percent had some college education; and 20.9 percent had graduated from college.

- As a whole, Asians die at a greater rate from heart disease than either cancer or cardiovascular disease. The cause of death, however, varies within the Asian community. The Chinese and Japanese populations in 1987, for example, had a higher death rate attributed to cancer than either heart disease or cardiovascular disease. Pacific Islanders had a higher death rate attributed to heart disease than either cancer or cardiovascular disease.

Additional data

Similar data to those cited above do not appear to be readily available for the changing demographic profile in the Imperial Valley. Conceivably the Hispanic data may be an even greater percentage of the whole while each of the other categories of ethnicity may be somewhat less.

Interesting are the San Diego County data which suggest a decline of approximately 15 percent of the Caucasian group from 1980-2000 with the vacancy being filled by an 8 percent increase in the Hispanic population, a 5 percent increase in the Asian population and a 2 percent increase in the American Indian population.

Not only are the ethnic populations in San Diego and Imperial Valley changing, but the actual number of students is increasing—and increasing dramatically at some levels. In 1987, approximately 352,000 students were enrolled in grades kindergarten through 12 in San Diego County. By the year 2000, there will be 515,000 students enrolled in grades K-12, or an increase of 46.3 percent.

These population data present many potential problems for those who work in the schools. Where, for instance, will funds be found to construct new schools—or to maintain and rennovate the schools already constructed? Where will quality teachers in sufficient quantity be found? How can teachers who represent various minority groups be recruited to the education profession? Where will the extra funds be found to pay for the costs generated by the new students? Will education continue to compete with other social services for scarce tax dollars? Where will people be found who will dedicate themselves to the greatest education challenge, perhaps, of all times?

There are certainly other relevant questions related to the future; the questions represented here are only the tip of the iceberg.

What else do we know about our students? Here are six statements, with selected comments, that illustrate the uphill battle faced by students and educators.

- One in four children is born to an unwed mother. More than half of the black children are born to single mothers.

- Teenage pregnancy rate (15-19 years of age) is 143 per 1,000 females. More than 14 percent of the teenage girls in San Diego County are pregnant; many of the young ladies will go full term to delivery. And many of the mothers, as indicated in point #1, will be unwed mothers. Naturally, the difficulty of a reasonably immature person to raise a child is immense, especially if the woman has little or no other support to lend a hand at a time when help is needed most.

In 1986, 3,730 babies were born to teenagers between the ages of 12 and 19. There are serious problems associated with teenage pregnancy. One is the high incidence of infants weighing 5.5 pounds or less at birth. Low birth weight is known to contribute to infant mortality and has been linked to developmental problems such as epilepsy, cerebral palsy and mental retardation. It appears the younger the age of the mother at birth of her first child, the higher her subsequent fertility rate. Teenage mothers had 35 percent more children in the 15 years following their first birth than women who began childbearing at a later age.

Problems related to teenage pregnancy are on the rise. Serious questions need to be answered. Why, for example, do so many girls become pregnant when there are sex education classes for boys and girls offered at very early ages? How can the mothers be assisted? How can the mothers continue their education? Should unwed mothers be mainstreamed or placed in separate schools? Should child-care centers be started at high schools attended by unwed mothers? What responsibility do the fathers have to the children? What responsibility do the fathers have to the mothers?

- Between 1981 and 1988 reports of physical, sexual and emotional abuse rose 212 percent.

This increase in percentage may be somewhat deceptive; perhaps one reason the figure is so high is because the abuses may be reported more rigorously these days than in the past. Regardless of the increase, the fact remains many young people live in "home" environments which do not provide much support. Indeed, considering some of the circumstances where students find themselves, many young adults turn out much better than nearly anyone should expect. The resiliency of some young people, by anyone's standards, is incredible.

As most people who work in schools attest, abused children usually present special problems. Unfortunately, some abused children may grow up to believe the only way to solve problems is to beat up on other people. Abuse tends to beget abuse.

- The poverty rate among children is 24 percent—or nearly a quarter of the children live in poverty in what is one of the wealthiest nations in the world. A number of our youngsters are hungry and/or homeless. Nearly every educator is aware of one or more students who lives under a bridge or in an automobile with or without parents. Some children in poverty, at a very early age, accept responsibility for younger children in the family. With all factors at work, there is little wonder why some students are less than totally concerned about academic performance.

If children live in poverty, what additional services should people in schools offer? Should educators offer parenting classes for abusive parents? Will parents attend the classes? Will schools be expected to provide child-care services while parents learn new job skills? Will social service agencies be brought into the school to coordinate services? These questions, among all the possible questions, may be the easiest to answer.

The total number of persons falling below the federally established poverty level increased from 10 percent of the population in San Diego County in 1970 to 10.7 percent in 1980. In 1988, the poverty level was $11,650 for a family of four. How a single person can live on $12,000 per year is a good question; how 4 people can live on $12,000 per year is a miracle.

In 1975 approximately 5.4 percent (12,950 persons) of the region's total population in 1987 received cash assistance through one or more public financial aid programs. Nearly 44,000 households (113,800 persons) received Aid to Families with Dependent Children (AFDC). Food stamp recipients totalled 95,500 persons. In 1988, approximately 50,210 county residents received Supplemental Security Income (SSI).

- Students in California spend one-third less time in school than children in many foreign countries.

Nearly every week or so there is an article either in the newspaper or on television comparing U.S. students with youngsters in other parts of the world, on the basis of some sort of international achievement test. One of the most recent tests showed U.S. students tied for 14th out of a group of 16 nations on an international science test. On this particular test, U.S. students ranked at the same level as students from the developing country of Thailand. Considering the difference in educational opportunities and expenditures for U.S. vs. Thailand students, our educational program is in serious trouble, indeed.

Maybe one reason our students appear to perform less well academically than students from some other nations is because our young people spend considerably less time in school than youngsters from many other countries. Young people in Japan and West Germany, for example, often attend school for more hours during the regular school week as well as on Saturday. When hours are totalled, students in the United States may spend as much as three full years less time in the classroom than their counterparts in foreign countries. While other countries seem to be increasing time in class, we seem to be cutting back more and more. Often the cutback is a result of collective bargaining agreements between teachers' organizations and school districts. By cutting back hours, as the theory goes, people in the education profession are paid more money for less instructional time. (There are a number of critics who believe there are so many school vacations and breaks in the student schedule that learning happens more by chance than by careful and thoughtful planning and execution. Many of these same critics believe teachers are overpaid for the time required.)

As restructuring possibilities are considered, will the school day be extended? Will the number of days in the school year be extended? Will the number of days in the school week be increased? Will holidays be reduced? Will year-round schools become common —for education reasons rather than to meet the requirements to house too many students in too few classrooms?

- Whether from poverty or privilege, youth have access to drugs, fall victim to child abuse or neglect and become teenage parents in greater numbers than ever before.

Perhaps the biggest threat to the education of our youth is their easy access to illegal drugs, whether in school or on the streets. Students who are stoned in school or who devote more time pushing than studying aren't likely to gain the employability skills and attitudes needed by people in our work force. In late 1989, one San Diego County superintendent of schools made the statement that up to 40 percent of the students in his district actively used illegal drugs. (His figures were contested by the local law enforcement agencies, but the superintendent still made the statement—at least according to the *San Diego Union*.)

Drug use among county youth continues to be a concern. An estimated 183,000 county residents (approximately 7.9 percent of the total population) are currently using over-the-counter prescriptions and/or illegal drugs to the extent that the drugs are causing problems in the peoples' lives. In 1987-88, 71,573 reports of child abuse and neglect were received by the county's Child Protective Services Hotline. This was an increase of 19,485 cases (37.4 percent) over the previous year. Moreover, many of the "abuse" calls also related to the illegal use of drugs.

Where there are drugs, especially those used intravenously, there are usually active cases of AIDS. Although it is unclear how many, if any, students in schools have the active AIDS virus, the rate of increase in AIDS cases in San Diego County currently ranks first in the nation. The total number of cases diagnosed in 1988 was more than 55, a 50 percent increase over the total number of cases diagnosed in 1987. Estimates provided by the County Health Department suggest that the cumulative number of AIDS cases will surpass 3,200 by the year 1991.

Although 89 percent of the county's caseload comes from men who report a history of homosexuality, county officials report increasing rates of infection among people with a history of drug abuse. In the future, there will also be an increase in the number of infants born with AIDS, primarily because of needle sharing by female intravenous drug users.

What, if anything, can people in schools do about the increased incidences of drug abuse and AIDS? Should educators devote more attention to health care occupations? What can be done to change attitudes about drugs as students turn to drugs for a variety of negative reasons?

Clearly, one place where education and the illegal use of drugs come into conflict is over the competition for the use of dollars from increasingly scarce public funds. Every dollar that is used to help a child at birth withdraw from drug addiction cannot be used to help students learn in school—and there is no bottomless pit of money available to treat all problems. (According to one recent study, the cost for helping a new-born baby withdraw from a drug, a baby addicted at birth, is $29,000. Before the child is released from the hospital, the fee is nearly $50,000. It doesn't take very many cases for the figure to grow to astronomical heights.)

Unfortunately, when adults abuse children the young people also tend to demonstrate socially unacceptable behavior. For instance, the number of juvenile arrests increased slightly from 15,637 in 1983 to 16,034 in 1987. Since 1985, juvenile law enforcement contacts have been declining due to reductions in misdemeanor and status offense arrests. The severity of the offenses, however, is increasing. Juvenile felony arrests have increased each year since 1983, resulting in a five-year increase of 14 percent.

Gang-related activities within the region have increased during the past few years. Thirteen years ago, there were only three street gangs within the city of San Diego, with fewer than 300 members within the city of San Diego. Today there are an estimated 35 gangs with as many as 5,000 members. There are another 20 gangs in other areas of the county including Chula Vista, National City, San Ysidro, Vista, San Marcos, and Solana Beach. Most of the gangs are either black or Hispanic. Pacific Islander gangs—comprised primarily of Pilipinos, Samoans, and Guamanians—and Caucasian groups comprise 5 percent of the gangs in the city of San Diego. Approximately 20 percent of the gang members are school age.

The number of gang-related slayings and injuries has increased during the past several years; during the first nine months of 1988, 21 of the 105 recorded slayings (20 percent) were gang-related. More than 200 other people were wounded in random gang violence, ranging from drive-by shootings to savage beatings. Gang activity is primarily centered around drug trafficking and turf battles.

There is no understatement when the claim is made that people who work in schools not only have their hands full with educational issues, but the social dilemmas faced by many of the students compound the difficulties.

On top of the problems already enumerated, an estimated 350,000 - 400,000 persons in San Diego County are affected by some sort of disability. Of this total, approximately 69,800 (3 percent of the region's population) have a developmental disability, including mental retardation. While there are no figures currently available to indicate what percentage of the total are of school age, there is general recognition that there are many physically and mentally handicapped students in our schools. Some special education programs are bursting at the seams. In most districts it is also true that funds for categorical programs don't begin to pay for the education of students with special needs. According to some who work in special education programs, there is a growing concern that students from other states are beginning to enroll in San Diego county schools because services are provided in California that aren't found in some other state programs. The students need the services, but since categorical monies do not cover all the costs, more dollars from the general operating fund are required—causing a shortfall for other programs.

Costs

There is a considerable difference in the cost of living for those who reside in San Diego vs. Imperial counties, but costs in either county are relatively high.

Based on an index of 100, the inner-city cost of living in the 15 most expensive cities in the United States shows San Diego is the 11th most costly city. Only utilities (78) and groceries (100) among six categories are equal to or below the national index. Housing (180), transportation (125.9) and health care (118.2) are well above the 100 index figure.

In San Diego County, the average cost per day in a hospital is $1,216 with an average length of hospitalization for county residents set at 7.0 days. Considering the fact a significant portion of county residents (26.2 percent of the non-elderly adult population) is without health insurance, the cost to others carrying the load will likely increase.

The cost of providing health care benefits to school district employees will continue to increase and drain even more money away from instructional programs.

How school district money will be spent is always a major point of contention when collective bargaining discussions are held. With limited resources, priorities must be established. Decisions must be made to invest in students or employees.There aren't a number of other options available. One thing is certain, however, as costs continue to spiral upward, other agencies which are supported by money from taxes will begin to compete more forcefully for the available dollars. Clearly, transportation, health services and the criminal justice system can justify strong support from the tax pie—as well as education.

At a time when costs are rising, people in San Diego County lag behind the median income in the state of California by nearly $3,000 per annum—$26,100 to $29,000. Moreover, in 1987 San Diego became the least affordable major housing market in the entire United States.

Projections suggest the cost of living in the region will remain high in comparison to other areas of the nation. Moreover, the increase in "real" per capita income for the region's residents will continue to be slower than the increase for the nation and the state. In 1987, the region's per capital income was $14,984. The fiscal picture in the future isn't especially bright.

Closer to home

At times there is a tendency to become so enamored with statistics and other data that the severity of problems for any single student or educator are overshadowed by the proliferation of numbers. Another way to look at the data is reflected in the chart below, a chart which illustrates a typical 10th grade class of students for an individual teacher in a San Diego County school.

Profile of thirty 10th grade students

3 - Have Sexually Transmitted Diseases
8 - Receive Public Assistance
4 - Speak No English
8 - Behind Two Years in English/Math
1 - Victim of Child Abuse
3 - Grow Up in Public Housing
3 - Will be Teen Parents
7 - Will Not Graduate

Note: some of the students fit into more than one category.

After reviewing the earlier data, perhaps, the most surprising information comes from the statistic which indicates only 1 student was included in the "child abuse" category. One might hypothesize more than 1 student out of 30 is abused, even acknowledging the fact 1 out of 30 isn't a particularly positive statistic.

Why worry?

Anyone who reads the preceding data can likely, without too much struggle, figure out a few things to worry about. Most of the concerns evolve around three critical theses. First, the percentage of at-risk students is high, much higher than at any other time in the history of our relatively young nation. Unfortunately, the percentage of at-risk youngsters seems to be growing higher rather than lower.

Second, business executives are concerned about the skills and attitudes of those who come into the work force. According to some business leaders, too many young people can't perform the tasks required and too few possess a positive attitude about the work ethic. The employee may or may not decide to work a particular day, regardless of what is expected at the work place.

The conclusions of the business people can be debated, but the preponderance of information from those who hire high school graduates suggests the claim needs to be analyzed, at the very least. Certainly the work force has changed—especially during the decade of the 80s. In 1987, for instance, the United States work force for the first time in the history of the county actually had more people leave than enter. Among other things, the change in the work force has caused businesses to dig deeper into the pool of available workers. And, the deeper they dig, the less likely employers will locate quality employees. In fact, in the 1980s, even though there was a national unemployment rate of approximately 5.6 percent, there was a labor shortage, i.e., there weren't enough quality people to fill job vacancies.

Corporate leaders bemoan their perception that new hires are both unable to think and are more concerned about what the company is going to give to the worker than what the worker can do for the company.

In a competitive market place, quality personnel produce quality products. Quality products are purchased by consumers. When consumers don't purchase products, companies that produce the questionable goods sooner or later go out of business. One reason, perhaps, that Japan and West Germany sell so many automobiles in the United States—as well as numerous other articles—is because American consumers believe selected foreign products have greater quality than American products. The United States will be unable to maintain a leadership position in the world if the country does not have a potent work force. Undoubtedly, as our country shifts from an industrial society to an information and service society a better-educated work force is an absolute necessity.

Business leaders not only recognize the quality of entry employees is increasingly less capable, but businesses are beginning to take on more and more education tasks. Corporations, in fact, are becoming universities for lifelong learning. Indeed, business and military expenditures on education match expenditures of colleges and universities in the United States—$60 billion per year.

One can also ponder the question of whether business and industry will enter education in a bigger way if funds become available. Will business and industry decide education is a profitable enterprise and begin to compete for the opportunity to provide services? Maybe one reason there is more talk and consideration about the voucher and tuition tax credit plans is because of the growing interest of business in education matters. Conceivably, businesses in the future may compete for education funds rather than spending part of their profits to educate people who have already been through the system.

The third major thesis comes from taxpayers who wonder if they are receiving a fair rate of return for the tax revenues expended. Many taxpayers look at the results of educational testing programs and conclude educators aren't doing a very good job preparing the youth of today for the challenges of tomorrow. Taxpayers are alarmed and frustrated when they realize they work more days during the course of the year to pay taxes than they do for money which can be used for personal objectives. One reason there are so many demands for accountability is because there is unrest among those who control the keys to the treasure chest, e.g., taxpayers and politicians.

At the most recent education summit sponsored by President Bush there were loud demands from politicians for fiscal responsibility. The president of the United States said that he would listen to suggestions for improvement, but no new funds would be released before assurances that educators would be accountable for the funds could be guaranteed.

One need not, though, travel all the way to Washington, D.C. to realize there is more than mean concern about how educational dollars are expended. For instance, the distinguished Roundtable Commission made up of business leaders in California recently prepared recommendations for the governor to improve the quality of education.The laundry list of recommendations included some 69 actions. No less than 54 of the total, in one way or another, demanded greater accountability on the part of educators.

Perhaps the current trends of concerns will change before the year 2000, but at this time one could wager at least even money that the three concerns cited here will grow stronger rather than go away.

There appear to be many sound reasons why our schools need to be restructured. The ACSA Region 18 Futures' Project is designed to assist members of the educational community in the restructuring process.

American education has served our people and our country well over the years, but the world is changing and so must the schools. Not long ago, Frank Lloyd Wright, noted architect, was interviewed by a reporter. The reporter asked Wright, "What is your greatest creation?" Wright thought a few minutes and responded, "My next one!"

Wright's response is an appropriate response from those of us in education who care about our clients. The case studies which follow illustrate what some educators are attempting to do in preparation for their next great achievement.

Brawley Elementary School District

In the beginning

The Brawley Elementary School District, an oasis in the desert, is located some 120 miles east of San Diego. Perhaps the location has helped to protect the community from rapid expansion during most of its history. When one visited the community, one found a wonderful, sleepy countenance about the place. Until recently.

As with many other school districts throughout the state of California, the Brawley school district is beginning to move from the slow lane to the fast lane. Although the city of Brawley isn't exactly exploding at the seams, there is a new quickness of pace and development. A few large construction projects are underway, projects which generate students for the schools.

Compared to some other parts of California, Brawley still has reasonably affordable housing. The price of homes tends to attract new people to the community. And the city is located fairly close to the Mexican border so there is also an influx of people from that direction. People in the district are preparing today for the days which will follow. There isn't much doubt that the next 10 years will result in numerous modifications in the Brawley community. With appropriate planning perhaps the modifications will amount to improvements.

In the elementary school district, projections for growth include an annual increase in the student population in the 5 - 7 percent range. Over a decade, the population in the district may nearly double. This rate is somewhat slower than rates of growth in other parts of the state. The problems of accommodating the growth, however, may be as great in Brawley as in any other California community. Obviously, the time to prepare is now. This is one reason the Futures' Project appealed to participants from the desert community.

Pace

Participants in the Futures' Project, after study and discussion, arrived at the conclusion that what may be needed in their district is not necessarily what may be needed in other districts. What may be innovative, creative and imaginative in Brawley may have been field-tested previously in other districts. The people in Brawley want to capitalize on what other people have learned. They want to avoid re-inventing the wheel, but they also want to make certain that the "wheel" is their wheel when they deal with solutions to problems. Participants in Brawley must focus on their unique set of conditions and respond accordingly. Moreover, they must use care not to move too quickly—to get action out in front of thinking and planning, and/or to move so fast there is little chance to implement major new concepts. When there is much to be completed, there is usually an inherent danger that movement can exceed the ability of some people to respond and react. When implementing significant changes, care must be taken.

Priorities

When faced with the inevitable dilemma of sorting out the "necessary" from the "nice," the futures' team in Brawley arrived at two or three primary priorities. They avoided the tendency to take on more than could be handled, even when there was at least some recognition that there was much to be done. Perhaps the first priority is the most significant in the quest for solutions to their own problems as well as wise counsel for others looking for solutions to pressing problems.

In the Brawley School District, the focal point of interest is in the development of a "trust" relationship between and among different groups in the educational community, e.g., teachers and administrators, Board of Education members and staff, minority parents and long-term residents in the community, new people moving into Brawley and members of the power group who had lived in the community for more than a few years. Obviously, these are all groups where it is possible to generate a little friction if precautions aren't taken. The futures' team has concluded, correctly, that with trust significant steps can be taken. Without trust students are bound to suffer because students are the ultimate recipients of decisions made by adults. When there is trust, rational people can discuss solutions to problems rather than investing too much time pointing fingers at those who "cause" the problems.

Once trust was defined as the desired outcome, then, the futures' group—in conjunction with the superintendent and the Board of Education—had to agree on specific activities which would help clarify to stakeholders that movement from rhetoric to practice was possible. In any community where trust is an issue (and it is an issue in more communities than normally recognized) there is an assumption (real or perceived) that trust has eroded over time.

More often than not, in communities where trust has eroded there were past claims that trust was going to be a high priority. Many stakeholders, after a few false alarms, are likely to take the Missouri attitude of "Show me." The people in Brawley set out to show stakeholders action could match rhetoric.

Staff development

Staff development opportunities for people at specific school sites was one activity which demonstrated a commitment to trust. People not familiar with the Brawley district might wonder about the linkage between staff development and trust. Clearly, most districts have some sort of staff development program in place—but not all districts have trust as one of the major missions for the staff development program. Just how does one event help to produce the other?

In a community such as Brawley, quite a few staff members joined the district teaching staff early in their professional careers. Some teachers may have taught the same grade in the same school for much of their professional lifetime. In more than a few instances, perhaps, teachers become very possessive about "their" room.

For the past decade or so, only a few new teachers each year have joined the teaching ranks. Brawley, similar to other quasi-rural districts, has a somewhat mature teaching cadre. This is changing, however, as retirements, growth in the district and new programs have brought a recent influx of new staff. This trend is likely to continue.

Staff development is one way to bring new and continued excitement to veteran and new professionals.

Even the person who has been in the same classroom teaching the same grade level has something new to learn in education—there is always a need to learn new skills as well as to refine older skills that proved successful in the past. Most educators want to continue to learn, especially if what they continue to learn is perceived as being helpful in the classroom, something which benefits students.

Too often, however, staff development turns out to be some activity which "others" have decided would be good for the teachers. Staff development is too often directed by those not in the trenches. When staff development is mandated by an external agency (any agency—inside or outside of the school district) other than the local site, there is a good possibility teachers may not buy into what they feel is being "done to them." Most professionals believe they know what is good for them.

Most successful staff development programs, according to a research study conducted by the Rand Corporation, are those defined by teachers who identify areas where they would like to grow. The Brawley School District, as it looks to the future, attempts to empower teachers at the site level to identify what fits with their needs. Additionally, there is also an effort made to benefit from the teaching and administrative effectiveness in the district by calling on outstanding leaders from within the staff to conduct the training sessions. (There often is as much or more expertise identified inside the system as found through the conventional reliance on an outside consultant.) When teachers begin to define their own staff development needs, they also begin to believe trust in the system is possible. Moreover, when people are recognized for their abilities, trust also tends to get an extra shot in the arm. People in the district begin to realize they have the power to make a difference.

Trust, though, is not a one-way street. That is, district administrators and members of the local board of education need to trust that teachers will truly identify inservice activities beneficial both to staff and to students. There are too many examples of "inservice" time which has no clear direction; the activity then turns out to be an enormously expensive operation with little or no pay-off for the students. In short, the effective staff development program is an opportunity for all parties to contribute toward the desired district outcomes and at the same time gain more trust in one another.

Unfortunately, even when staff development options are available, there are usually other obstacles which get in the way of the potential an effective district or site training program can offer. Certainly one of the obstacles relates to finding time in teachers' harried schedules to work in other responsibilities.

Time as an obstacle

Perhaps the biggest obstacle to growth is the lack of time for educators to dream, think, plan and learn. Sometimes people are so busy scrambling from one event to the next that superficiality is the usual result. Somehow in education, over the past several decades, there has been a tendency to equate "more" with "better." Clearly, people need time if they are to learn how to improve performances.

Recognizing the limitation of time, the teachers in the district now have a contract for 184 days, a contract which allows for at least some planning and staff development before the school year begins and again for some planning and staff development at the close of the school year. Even though the 184 day contract does not provide for all the planning time that is necessary, the arrangement is perceived by most people in the district as movement in the right direction. Although there is no ground-swell of activity as yet, there is a thought on the part of some people that a 200 day contract—at least for some members of the teaching staff—could be a powerful idea for the future. (The contract in some school districts is limited to 180 days.)

According to one important research study conducted by the Pareto organization, a key to effectiveness is to have time to plan. Recognizing the need for planning time, some 5 or 6 days of school-based coordinated program time is allocated to inservice activities. The inservice efforts have been so successful to date that it is possible future decisions in the district to obtain even more planning time will be considered. Currently, within fiscal limitations set for the district, the extra working days demonstrate that commitments are being made to help overcome the time constraints. This commitment helps to generate trust.

Finally, perhaps the most significant effort to generate trust has come about through a serious plan to decentralize decision-making. Many people believe those who are affected by decisions should have a say in formulating the decisions.

Decentralized decision-making

Consistent with the principle that people are likely to support decisions they help to make, decision-making is being shifted to the individual sites. After all is said and done, if people at the local sites don't support a particular idea, the idea is doomed. Hilda Taba some years ago made the cogent comment that the curriculum is what happens when the classroom teacher closes the door. If the teacher doesn't believe in the idea, when the door is closed the new idea gets closed out. Without "buy in" to an idea, the idea doesn't have much chance of being successful

Site-based management, i.e., decentralized decision-making, is a process looked upon by some educators as one way to assure positive participation of people close to whatever problem may need to be addressed. The Japanese, in what they describe as the Theory Z style of management, found over time that if solutions to problems are needed the best procedure is to simply go to the people close to the problem and ask them what needs to be done. (In education, we typically form another blue ribbon committee—and committee members may or may not have much knowledge about solutions, although they are often very articulate when it comes to identifying problems.)

Not all educators, however, are convinced shared decision-making meets its public relations propaganda. People on some site-management teams have complained that site decisions require too many meetings, that the meetings detract from classroom instruction because of the time involved and, in general, the process is more trouble than any benefits which might be gained. There is no clear-cut reason to believe site-based management, an opportunity for autonomy at the local school, is any more effective than top-down decision-making. Indeed, when top-down decisions are made, there is always someone else to point to when plans don't work out as designed.

But the people in the Brawley School District are willing to give the idea of decentralized decision-making a reasonable test. If what is currently in place does not seem to meet desired outcomes, it only makes sense to try an alternative. If there is trust in a system, after a reasonable test, the "new" idea may be disbanded for a better idea. Where there is trust, people can continue to work together for solutions rather than simply complaining that what now exists doesn't work.

Undoubtedly not much decision-making can happen at a local site unless people at the site have some say in how funds are expended. (One reason local boards up and down the state of California are consistently disgruntled is because there is a perception that since the education funding source was moved to Sacramento, local people have less and less to say about the curricula for students in the districts. The agency with the dollars is usually able to call the plays, at least more so than people who have little discretionary funds to use. Most school districts have very few discretionary funds available to put into special programs.)

At each site, certain discretionary funds are made available. These funds can then be directed for use by people at the school level. When people at the site not only participate in decision-making but also have dollars to put with decisions, trust is likely to evolve. Even though budget latitudes at the local sites are limited at this time, a successful test of the shared decision-making concept may lead to further decentralization.

There are other reasons, though, why total decentralization of the budget has not as yet taken place—and this strategy is in keeping with an understanding about the pace of change. Rather than dumping the entire decision-making process on people in the schools, whether they are ready for the process or not, the planned strategy is to proceed slowly so people in the schools can become knowledgeable about the process and learn what is involved. By starting on a pilot basis, it is possible to debug the system. There is less chance a good idea will fail when people don't have to manage too many new things simultaneously.

Strike time

Perhaps "trust" was first and foremost the top priority in the school district because of a teacher strike in May 1988. Strikes not only tend to polarize people in the administrative and teaching ranks—as well as other members of the community—but strikes often cause people to lose much of their normal sensibilities. Strikes too often leave wounds which are slow to heal. In some communities the wounds never do heal and, amazingly, there isn't a lot of evidence that much is done to help the wounds heal. Sometimes it appears one party is waiting for the other party to accept responsibility for all the ill-will created. Strikes are likely to cause people in both camps to say and do things which they would never consider in their normal routine.

Gaining trust following a strike is imperative and there is nothing better than matching rhetoric with action to convince people that trust is possible.

At the time of this writing, the Brawley School District may be at a crossroads in the desire to move forward into the future. An issue has arisen which will definitely test the climate of trust.

Because of the space available in this case study explanation, it is impossible to go into detail on all the factors involved. But the following offers a brief explanation concerning the test-case.

Since the early 1970s some 126 teacher aides have been added to the staff. Aides are important to many teachers because the support people can help to reduce the load the teacher carries. Moreover, teacher aides often represent the minority communities—as the staff is not representative of the minorities in the district. Clearly, many aides are exceptional; some, probably, could become excellent teachers given the appropriate set of supportive factors. In short, teacher aides are often important assets for both teachers and the students.

As one considers the future, though, there is little doubt that technology will have a significant impact on teaching and learning. Brawley is one district where the leadership is aware of and knowledgeable about the potential a particularly powerful, but expensive, computer hardware and software system can bring to the students.

Unfortunately, because of budget limitations it is impossible to support both an extensive number of teacher aides and comprehensive computer systems. To obtain the computer systems which might help to improve the effectiveness and efficiency of the overall district functions, the people in the district would need to redeploy existing resources as well as to shift from a known (teacher aides) to an unknown (what the computer systems might do). Even to discuss the issue requires enormous trust among participants. Trust is necessary because people without trust can read into the scenario numerous issues other than the real issue, i.e., how can we best invest our money to provide a quality education for students. Without trust, decision makers in the district might be accused of discrimination (eliminating minorities from the instructional team). The decision can get even further complicated if some aides are retained and other aides are given the pink slip.

Without trust, accusations about taking support away from teachers to purchase an untested piece of machinery are also possible. Trust is necessary between people in the Brawley educational community if alternatives to the status quo can be discussed in a reasonable, rational manner. The priority for the development of trust seems very appropriate.

Conclusion

Whether or not aides are cut and the computers are added isn't the significant issue here. The significant issue is the importance of the trust efforts engaged in by members of the decision-making groups. Plans for the future, based on the changing demographics and needs of students, should be considered in an open and sensitive forum. Ultimately, trust requires mutual respect among all concerned, respect for the idea that students are the first priority in the scope of things to come.

Brawley Union High School

Study group

The Futures' study team in the Brawley Union High School District was appointed by the superintendent, Dick Fragale. The team involved two administrators, one board member and several teachers. This group constituted participants who exerted extra time and study to consider alternative restructuring strategies.

Indeed, Brawley High School was the first agency in the ACSA Region 18 program to launch a futures' project as a direct outgrowth of the ACSA initiative. The Brawley Union High School District team was also one of the original five teams (four from San Diego County) to become involved in the Consortium for Schools of the Future.

Brawley is a community somewhat off the beaten path. Many people who live in the area are long-time residents, but there is also a new expansion being felt. The blend of past and present makes for intriguing times in the changing community.

Undoubtedly, there are many signs which suggest the area will continue its growth between now and the year 2000, although not, perhaps, at the rate some other communities located nearer to San Diego may grow.

Brawley High School is a school where attention has been given to alternative programs. For example, the KKIS program (Keep Kids in School) is functioning very successfully. This program is a modified school-within-a-school concept for students who are considered high risks, i.e., potential dropouts. Youngsters in the KKIS program have a wide range of abilities, but tend to cause themselves difficulty by not attending school on a regular basis. Students in the program are not, necessarily, discipline problems.

The KKIS program is characterized by teachers who are sensitive to the needs of the youngsters. Moreover, class sizes are reduced. The reduction in class size allows teachers to provide more personal attention to each student. One major purpose for the extra attention is to help students develop a feeling for positive self-esteem. Conceivably, some of the young people in the program may be at risk because their self-worth is not especially high.The curriculum for the class is reasonably consistent with the curriculum offered in the regular classes.

Students appear to show more involvement than what might be the case when the students are included in the regular classroom setting. Data gathered over the past couple of years indicate the dropout rate has been reduced rather dramatically for the students enrolled in the KKIS classes.

While the KKIS group seems to work well for potential dropouts, the Brawley study team concluded there are still other students at the school who can benefit from another modification in instructional strategies. Since students have different approaches to learning, no program is applicable for all students. Perhaps a variety of school-within-a-school alternatives is necessary, to meet the needs of all the young people. The Futures' Team was quite willing to consider this possibility.

Problems

As the team began to take a closer look at the needs of students in the high school, several problems seemed to warrant further study—problems reasonably consistent with traditional high school configurations throughout the United States as well as problems at least partially unique to the students at Brawley High. What are some of the problems?

Brawley High School is the only public high school in the desert community. Several elementary districts send students to the high school. Not surprisingly, a problem which has existed over the past years is that of curriculum articulation between the elementary districts and the high school district. Apparently there are two reasons for the lack of effective articulation: (1) each district has its own curriculum objectives. Therefore, elementary objectives do not always match with the high school objectives. And (2) each district maintains its own standardized assessment devices making the use of test results for diagnostic purposes quite difficult.

Brawley High School is definitely not the only school where the lack of articulation is a problem. Even in some unified districts where elementary and high school districts are part of the same system, articulation may still be difficult. Unfortunately, since there is no standard core curriculum in U.S. schools, there are too many instances where the left hand is unaware of what the right hand is doing.The relationship between elementary, junior high school and high school may or may not be aligned. (Possibly a statewide curriculum would help resolve the articulation problem. Concerns about local autonomy have prevented any movement toward a state or national curriculum. Without some sort of reasonably consistent curricular objectives, however, students are at a disadvantage when they move from one district to another. The lack of consistent objectives adds another straw to the load the students carry.)

At least in Brawley there is an initial effort underway to improve articulation, largely through the curriculum alignment process where mathematics department members from the high school district and teachers from the elementary school district in the city are working together. On occasions, department chairpersons from the Barbara Worth Middle School and Brawley High School attend department meetings when there is mutual interest.

Another problem which seems to be reasonably universal is the way conventional high schools are scheduled. That is, most high schools have a daily schedule which is 6 or 7 periods in length. Each period is scheduled for approximately the same number of minutes, ranging typically from 50 -55 minutes. B.U.H.S. operates on a conventional schedule.

With the traditional schedule, instruction is fragmented as well as compartmentalized. No matter how exciting a learning activity may be, when the bell rings, the students must trot off to the next class. (Considering how spread out the campus is at B.U.H.S., the word "trot" is accurate.) Too often, there is little relationship between what is taught in one class and what is taught in another class. There is little likelihood the first period teacher has communicated with or talked about how his or her course objectives match up with the other course objectives the student is expected to learn.

Realistically, the only person in high school expected to make a connection between what is taught first period and what is taught fifth period (and all other periods) is the student.

Arguments can be made that at the high school level teachers should find ways to integrate curriculum objectives, that objectives in one course should supplement and support the achievement of objectives in other courses.

Since elementary teachers are responsible for teaching up to 11 separate subjects, many instructors find ways to cover more than one subject at the same time. Hypothetically, elementary teachers integrate learning activities as much for the purpose of survival as for the consistency of process with the way children learn. Without integration the elementary school would function in a fashion more fragmented than it is. A challenge for teachers at all levels is to find ways to mesh curriculum in one area with curriculum in another area.

When one proceeds through teacher training classes, there is usually some attention given to the idea of "integrating the disciplines." But there are few times when university professors demonstrate how integration actually occurs. Modeling by example is not a part of most training programs.

At least theoretically, there is some positive relationship in high school course objectives when students are enrolled in U.S.

History and American Literature. Given the time and an understanding of a workable process, teachers may find a way to help tie the two sets of course objectives together. The objectives can be integrated.

Students in an English class can use their writing skills to help complete a term paper assigned in a history class. Students can make practical application of writing skills.

If there is one thing we have learned about student motivation over the years, it is the fact that students tend to be more motivated when they see the transfer of skills and knowledge into areas that put the new learnings to use.

Another problem the study team considered is the problem of students who seem to get lost in the shuffle. These students aren't the athletes or the super-stars in the academic world, neither are they students who get into a lot of trouble. The "lost" students are those who seem to progress through their high school careers flowing in and out with the tide. They are, for the most part, anonymous. They are undistinguished. They often need someone who cares about them and about the normal trials and tribulations through which most adolescents pass. They have a need to be recognized for their personal worth, simply because they are human beings who command dignity and respect.

When closer attention is given to these youngsters, there is a good probability two types of problems are identified. The first type is illustrated by the youngster who simply can't find the way from one class to another. This student is lost for most of the day—and for most of the year. The youngster is likely very immature. Immaturity may lead to a need for greater structure in the child's life. This student may profit from having a home base as well as a teacher who helps to put a little more safety-through-structure in the student's life. This youngster may profit from not having to bounce around each of six or seven periods during a school day. A modified self-contained classroom may offer a better learning environment to the student.

Then there is the student who moves through the system in a quiet and independent fashion. This is the student who on the outside appears to be very self-reliant, at times expressing verbally and demonstrating with body-language a message that says, "Leave me alone, I don't need anyone to look out for me." This student may come from a home situation which is more than a little turbulent. The student may have learned over the years that to survive one must rely on one's own craftiness. Experience has shown the youngster it is really never safe to allow anyone to get too near. Adults can't be trusted.

Unfortunately, too many young people come from home environments where the attitude of the child is steeped in reality. Often these students need someone who not only is concerned with academic performance but who will, from time to time, lend a sensitive and, perhaps, sympathetic ear. These students need someone who is interested in them as individuals. Both affective and cognitive growth seem to be interconnected.

Finally the study team found great concern in the level of achievement demonstrated by a majority of students at the school. One year, for example, 12th grade students scored at the 1st percentile on the California Assessment Program. Another year seniors scored at the 3rd percentile. As the team considered achievement data, results suggested the same students scored somewhat higher in junior high school than when the students finished their public education at the senior high school.

Possibly some implications of the test data may have been misread. One never is quite certain how much importance seniors place on the CAP activity, some seniors don't take the test very seriously. On a statewide basis there is some evidence students are more inclined to work effectively on the CAP at the 8th grade level than at the senior level.

Even with an understanding about possible misinterpretation of test results, the committee felt there was a strong need to see if other instructional alternatives might help to enhance student achievement. The committee was somewhat stimulated in its thinking, perhaps, because a community group helped to keep the matter in focus. Lack of student achievement became a community concern.

Most educators realize test scores aren't the only indicators of student achievement, but educators as well as members of the community generally believe test scores do reflect one index of performance. The CAP may not be perfect; it may not be aligned totally with the school curricula, but the CAP is definitely more valid and reliable than student performance on a teacher-made test.

When students don't possess either the necessary skills or the appropriate attitudes for life-long learning, the students as well as our nation will suffer. Some students might benefit from an alternative, concluded the study team. Based on the information they had analyzed, their conclusion appears reasonable.

Possibility

After careful thought and study, the Futures' Team began to narrow its focus. The team began to delve more deeply into the concepts proposed by Ted Sizer, author of the book titled *Horace's Compromise*. Several members of the team read the book while other members of the team reviewed the video tape in the ACSA *Futures Kit*. The video is one in which Ed Newmann interviews Ted Sizer. Commentary on the tape helps to put additional meat on the bones of the familiar concept that "smaller is better."

Team members took time to meet together and to talk about the possibility of a "smaller is better" school-within-a-school at Brawley High School. Discussions were also held with other members of the school staff to elicit their feelings about the idea. The professional literature was read and analyzed, and an outside consultant was brought in to meet with members of the study team. As team enthusiasm developed for the integrated alternative, the following questions began to emerge.

- What subjects might lend themselves to integration?
- How can students be recruited to such a program?
- How can we obtain parent support for such a program?
- Are there any teachers on the staff who might be interested in and willing to carry out a pilot activity?
- What kind of schedule should be developed?
- Will the plan cost additional money?
- Are there facilities at the school to house such an activity?
- Are any other people in the geographical area doing something similar, where we might be able to learn from some of their past experiences?

Obviously more questions than these arose, but these questions provide a basic outline for the study team's approach to the topic. Fortunately, members of the team had some time built into their schedules to allow them to work through answers to the questions. Without time to think and to work out details to questions, there is little possibility the project could have been initiated in September 1989.

The team, however, did answer many questions. The group felt the program could be launched when students returned to school. Unlike some other study teams in education, team members at Brawley felt they had sufficient information to move forward with their project.

Currently 66 students are enrolled in a promising pilot program which may lend direction for the future.

The entire effort moved forward significantly when the study team committed the program plan to paper. This part of the team's strategic long-range planning was extremely valuable.

Commitment

In May 1989, the study team put on paper both the mission and descriptors associated with the project. The project philosophy and rationale is particularly instructive. It reads as follows:

"Education in the United States, and specifically, in Brawley, is still heavily influenced by the age of industry. Students are viewed as raw materials that enter the factory (the educational system.) Assembly line workers (teachers) perform discrete operations on (teach) the raw materials (students), and after a standardized amount of time/treatment (12 years X 180 days X 6 hours per day) involving a standardized treatment (approved curriculum requirements for graduation) the finished product (graduate) arrives at the end of the assembly line (graduation). Up to 40 percent of the raw material is wasted (dropouts) and is almost never recycled. The discrete operations, treatment time, duties of assembly line workers are determined by foreman and managers (legislators, boards and administrators).

"Productivity is determined by the quantity of raw material (students) that can be treated (taught) in a given amount of time (class periods). Evaluation and remuneration of the assembly line workers (teachers) is determined by this productivity, not by the quality of the product. This is precisely where this industrial model fails, it is not generating a product that is successful in the open market.

"Education can no longer rely on the industrial model. Society has transformed from an industrial one to a technological/informational one and education must adapt. Education is a service which must be designed to facilitate individual success in the community, the nation, and the world. Education must enable students to compete, prosper and contribute to the success of others."

People in the trenches at Brawley were determined to do something about the problems they observed. It is a much more difficult task to match action with ideas than it is to simply state characteristics of specific problems. Problem-identification isn't particularly difficult for anyone.

The study team went on to define a mission for the program. The mission states:

"Project__________will enable participating students to develop abilities to learn and to think and to enjoy via the integrated process, to become responsible life-long learners and citizens of the world, and to synthesize knowledge and information. Project ________is committed to providing a flexible educational service system which considers the time element secondary to learning, with goals assessed by rigorous higher level proficiency standards."

An analysis of the mission suggests the study team members anticipated a number of different purposes for the alternative they proposed. First, they wanted to find a way to integrate more than one subject into student learning at the high school level. Second, they wanted to find a way to help students see some relationship between subjects and to "think" about what was being learned rather than thinking about answering correctly on an end-of-the-unit test. Third, the project was intended to offer students skills that could be used throughout life. And, finally, the project did not eliminate the importance of learning facts and concepts. What was learned was considered as important as how the students were to learn.

At the time of this writing, the project is still without a name. Members of the team are much more concerned about what to do than with the usual question of what the project will be called.

Those who envisioned the project are much more concerned about a variety of structural and methodological modifications than about a project logo.

Restructuring

Here is a brief summary of the project characteristics as defined by the study team.

Project Format/Structure...

- Maximum synthesis of subject areas.
- Flexible service system with regard to time, space, finances, human resources, student/teacher contact ratios, etc.
- Decentralized authority with regard to allocation of given resources.
- Flexible delivery system equal to the human needs it seeks to accommodate.
- Time secondary to mastery; different learning rates will be accommodated.

Project Methodology...

- Students will be given ultimate responsibility for learning.
- Learning will be assessed according to student performance in relation to proficiency standards

- Strategies will include:
  - cooperative learning
  - cooperative teaching
  - student peer tutoring
  - presentations by experts, often via satellite and/or VCR.
  - teacher-set courses of study (general/personal) for students.
  - specifically taught learning and thinking skills.
  - orientation to subject and ways to learn it.
  - modeling of learning acquisition behavior.
  - educational opportunities facilitated on and off campus.

The project, by nearly anyone's standards, is very ambitious.

Not only were restructuring principles outlined, but members of the team attempted to anticipate the characteristics staff members would need to implement the plan. Moreover, a project timeline for a field-test was put together. Here is a summary of those guidelines.

Project Staffing Requirement/Staff Development Goals...

- Able to model synthesization of knowledge and information.
- Able to equip students to learn efficiently.
- Able to teach students to think competently about their world and about themselves.
- Able to act as contractors or procurers of specialized skills and knowledge.
- Able to make appropriate professional decisions regarding the allocation of resources.

(Expectations for teachers are as high as the expectations for students.)

Timeline...

- 1989-90 Grade 9 Pilot: 2 period block of English I/World Cultures.
- 1989-90 Grade 9 Pilot: 2 period block of Mathematics and Physical Science.
- 1990-91 Grade 9 Implementation: 5 period block of English I, World Culture, Mathematics, Physical Science and Foreign Language.
- 1990-91 Grade 10 Pilot: 2 period block of English II and U.S. History.
- 1990-91 Grade 10 Pilot: 2 period block of Mathematics and Biology.
- 1991-92 Grade 10 Implementation: 5 period block of English II, U.S. History, Mathematics, Biology, and Foreign Language.

Not only were the program parameters prescribed for the pilot activity, but the study team also realized the importance of student and parent commitment to such an endeavor. With this in mind, the team prepared a "contract" for parents and students to sign, a contract which explained the major tenets of the pilot to parents and students. Student population for the program was expected to be heterogeneous, illustrating the full range of student performances. Members of the study team believed the results from the heterogeneous group, at the conclusion of the pilot test, would be more transferrable to the rest of the school than results obtained from a "select" student population.

Any takers?

The more the ingredients of the proposed pilot were discussed, the greater the enthusiasm grew among members of the Futures' Team. When people have an opportunity to dream, they often envision concepts which are very imaginative and creative. The Futures' Team at Brawley High School was no exception.

Realistically, however, after the parameters had been determined the team still had to identify staff to implement the program and students to participate in the innovative activity. As might be expected, individuals who have an opportunity to think about and to plan such a pilot are more inclined to buy into a proposed program than people who have not had the benefit of discussion and analysis.

To make a long story shorter, the Futures' Team took into consideration the importance of sharing background information about the program with other members of the faculty.

The team hoped to recruit several faculty representatives willing to invest extra energy and effort in the implementation guidelines.

Unfortunately, perhaps, other faculty members did not feel the urgency for the program reflected by members of the task force. Apparently the general faculty response was, "Sounds like an interesting idea. We'll be intrigued to see what develops. Keep us informed."

While the faculty did not stand in the way of implementing the test, there weren't a lot of people knocking down the door to get involved.

Summarily, although two pilot efforts were anticipated by the Timeline, only the 2 period block of English I and World Cultures was started in September, 1989. This cautious start will likely cause an important modification in the ambitious timeline.

The real world

For most projects there is a difference between the real and the ideal—similar to the differences found in the traditional school environment. Perhaps there is less of a gap between "what is" and "what should be" when teachers have an opportunity to engage in extensive planning. Planning is usually the activity which helps to resolve some of the obstacles that tend to create the chasm between that which is desired and the status quo.

Teachers who did get involved, fortunately, had three major opportunities for planning. First, the teachers were able to review the broad outlines for the proposed program by discussing the concepts with the study team members. Second, the teachers received fiscal assistance during the summer school period, enabling them to write curricula. This time allowed the teachers to discuss and agree on themes to accentuate during the regular school year. Third, the teachers were scheduled in such a way during the school year that a common planning period was assigned.

The teachers use the planning period two or three days per week to focus on special needs of the students and the class. According to the teachers involved, the extra planning time is absolutely imperative.

Team planning definitely requires more time than individual planning. In the real world, when pressed, teachers who have a fairly good idea where they are headed can plan—more or less—as they move ahead with a lesson. These folks tend to shot from the hip and use the textbook both as the planning tool and as a crutch. When there is a team approach, team members need to know what is expected of each other. There isn't a lot of room for ambiguity; too many surprises makes it difficult for team members to function effectively. Even with effective planning there are still ends to cover that haven't been considered.

As members of a 2-person teaching team, the teachers decide when students will meet together and when the students will be divided—not necessarily evenly—between the two instructors. The team decides how writing skills taught in English I are transferred to World Cultures' assignments. The teachers decide what themes for integration will be emphasized.

Factually, teachers in the pilot program had to write their script without many rehearsals. This type of team teaching requires an enormous amount of trust in the other member of the team as well as a great ability to live with the understanding that not all possible consequences can be anticipated in advance. (Many people are unable to obtain the first quality because of stress associated with the second quality. That is, trust is difficult because the level of ambiguity is high. Some teachers, perhaps, simply cannot function very well as members of a teaching team— personalities of individual team members may be highly influential in this regard.) A reasonable degree of compatibility is valuable.

Clearly, two special people were selected to try the pilot. According to one observer close to the project, the teachers were chosen because of their reputations for success in the past, because the teachers were independently innovative and because the teachers were able to accept change. Apparently, too, the teachers chosen had a history which signified they were willing to roll up their sleeves when the going got down and dirty.

Interestingly, the teachers were provided no additional fiscal bonus for their involvement in the project, a fact considerably different than most people engaged in a "call beyond regular duty" for businesses and industry. Essentially, in the Brawley Union

High School District, there are really no additional fiscal incentives available to offer. Bucks are tight.

Almost any time something new is attempted, more work is involved. Too, there is always some fear that the pain of change may be greater than anticipated rewards. People in a pilot program—any pilot program—probably ask themselves from time to time if the extra effort is both necessary and valuable. Specifically, people may ask themselves, "Is this effort worth the pay off?" The teachers, fortunately, decided to go along with what one wise sage passed along many years ago, "Nothing ventured, nothing gained."

What motivates people to go the extra mile? Perhaps there are two stimuli. Some people, apparently, simply enjoy new challenges. When told, "It can't be done," some people go out of their way to prove the naysayers wrong.

Perhaps the greatest motivation, however, comes from the hope that students will achieve significantly better than they did in the traditional setting. In the case of the Brawley pilot activity, student test scores and teacher grades will be used as primary gauges to assess student achievement.

Plans, though, do not always work out as intended by those who draw the blueprints for the grand design. For example, in the outline for the program, students and parents were expected to sign a personal contract of agreement to participate. As push came to shove, however, students were assigned to the pilot and then the parents and the students were mailed a "congratulatory" letter welcoming their involvement in the experiment.

This change in *modus operandi* is not mentioned to embarrass those who went out on a risky limb. The explanation is given to illustrate that even the best laid plans often, for good reasons, must be modified. Almost always some modifications must be made when theory is put into practice. When dreaming, people tend to be much more expansive than when they face the operational obstacles found in reality.

Where next?

In the relatively near future, decision-makers will be faced with decisions about next steps. Theoretically, decisions will be based on the results of the test activity. If the pilot program is not successful, i.e., if students don't achieve significantly higher levels of performance on standardized tests or if grades as assigned by teachers aren't appreciably higher, there is no reason to worry about next steps. If the pilot is unsatisfactory, the program should be dismantled.

Assume that the program is effective, however. Assume that student achievement is enhanced well beyond expectations. If this is the case, decision-makers may be faced with a complex and troubling dilemma. Why so?

Currently the program involves approximately 5 percent of the school population. According to the Futures' Team prospectus, the next phase of the program is supposed to generate a 5 period block of English I, World Cultures, Mathematics, Physical Science and Foreign Language at the 9th grade level; a comparable 5 period block at the 10th grade level as well as other new efforts. When and if all the new projections do occur, as many as 20 percent of the students may be involved—with a somewhat similar percentage of involvement expected to come from the faculty.

But where will teachers be found to assume responsibilities for the program? What happens if teachers are satisfied with the way they are working at the present time? Can teachers who have invested most of their professional lives working in isolation and specializing in a single subject area make the adjustments required for an integrated program? Is there sufficient knowledge available at the site to help teachers learn new skills of cooperation and collaboration even if there is a willing attitude on the part of the teachers to learn new team teaching strategies? Are the facilities in an old building—on a campus which supports a number of temporary buildings—able to lend themselves to necessary modifications? These questions and more will need attention as decision makers consider next steps.

Obviously there is no reason the timeline should be considered fixed. Brawley participants may find the initial timeline too ambitious, too few answers to too many questions may still be outstanding at the conclusion of the first pilot year. Participants do not want to lose the merits of a good idea by ramming ahead with a program without first thinking through the potential consequences and next appropriate steps for action. B.U.H.S. is engaged in an activity that may have important implications for many high schools. The abstract for the ACSA Region 18 Futures' Project appears very much on target. The abstract, in part, reads:

> "In a school-within-a-school setting participating students will be taught basic course requirements as well as the skills necessary to interact in a changing world. Instruction will utilize varied grouping, differing time schedules, community resources, varied space utilization and will emphasize interaction of subject matter and interdisciplinary application of learning."

The Brawley Union High School faculty and students are not content with what has been. They are looking for a better idea.

Case Study

Cajon Valley Union School Distict

Background

One of the fastest growing school districts in San Diego County is the Cajon Valley K-8 district, a district which serves students in the El Cajon community and surrounding areas. In recent years, the district has grown more than 1,000 students on an annual basis. Simply trying to find a place to house the students has been an enormous task. While some districts with similar growth problems invest nearly all resources locating a roof to put over the heads of the new students, the leadership in the Cajon Valley District is primarily known for its curricular innovations and creative solutions to student learning problems.

One basic premise of the district's mission is the belief that parents should have an opportunity to participate in the decision making process. This belief stems from the assumptions that parents have a lot to say about the education of their children and parents can make wise choices about what is best for their child. In short, a strong philosophic principle expressed by action within the district holds that parents should be involved in and responsible for decisions made about their own youngsters. Parents have an investment, a drive, to obtain a quality learning environment for their children. Moreover, the more parents are involved, the greater the subsequent level of participation in the decision-making process.

At least to an outside observer, the opportunity and encouragement for parents to participate in decision-making and to make choices regarding their child's education is a subtle, but effective, strategy for drawing parents into the learning process. Most students need the support of their parents to exploit the options available within the educational establishment. Unfortunately, too many parents either don't know or don't care about options that can be exploited.

Too many parents divest themselves of responsibility for their child's education after the child enters school. Too many educators have heard too many voices at the other end of the telephone say, "Don't call me about Johnny, he is your problem when he's at school." The idea in the Cajon Valley district is to work together.

Naturally, not all parents are irresponsible. People in the district believe, and history affirms their belief, that when responsible parents take action, through a variety of communication processes additional parents in the district begin to find ways to get involved. Parents begin to be involved in "choices" that are beneficial to the family.

Not a single issue

In recent months, there has been considerable media exposure to the concept of choice. For the most part, however, the media commentaries are single-issue, i.e., choice in the selection of a particular school. That is, when the choice topic is covered, writers usually describe school sites where missions are differentiated and where parents can select from within available options.

One example of choice which receives considerable media attention is an area in the Bronx where parents have an opportunity to pick from a variety of magnet schools. Each school emphasizes different features.

Both parents and educators realize schools do not possess sufficient resources—money and people—to offer top-flight programs in every conceivable curricular area. Priorities must be set. Indeed, when schools attempt to or are expected to be all things to all people, at least two problems arise. First, some students tend to be superstars in everything, reducing opportunities for participation by other students, or, second, both students and teachers run themselves ragged by trying to undertake more than is reasonably possible.

The choice school is one way to reduce the area of curricular and co-curricular focus in a very legitimate manner. The mission for the school is reduced to a manageable set of desired outcomes. Both parents and students—as well as teachers—are encouraged to pick the learning environment where they believe their personal opportunities will be maximized.

While the current emphasis on choice is usually based on the selection of an appropriate site for a student, the Cajon Valley people have demonstrated that choice is a far broader concept than simply selecting a school site.

For example, the Board of Education has actively sought to include parents in choices regarding:

- Retention
- Educational equality
- Equalization of school populations.

Obviously, "retention" is an issue in which parent consideration should be reviewed, in spite of the fact some educators claim to "know best" whether a child should or should not be retained at a given grade level. After all is said and done, the research on retention practices suggests parental attitude about the decision to or not to retain a child pretty well determines the effectiveness of the decision. When parents are supportive of the idea, and when the student is supportive of the idea, there is a pretty good chance that retention will make a positive difference. Without support from the student and the parent, the retention decision isn't likely to work very well. In the Cajon Valley District, parents must concur with the final disposition of the teacher's recommendation.

In short, professionals in the district provide basic data to parents and even go so far as to make recommendations to parents, but the final say on retention is made by parents. If the parents do not accept the district recommendation, a letter explaining circumstances is placed in the child's cumulative folder—but the parents' decision (choice) is honored.

Although "educational equality" is an elusive term, people in Cajon Valley have attempted to supply an operational definition. Personnel in the district have attempted to make educational equality a reality. For instance, if students take a field trip, no student is allowed to go unless all students in the classroom or school are allowed to participate. No student is denied a learning experience because his or her family cannot afford to have the student engage in the activity. Naturally, the equality issue causes a little friction from time to time as parents—those parents who are involved—normally desire what is best for their children. Some of these parents do not always understand why their child should be denied a learning experience simply because other students in the district cannot afford to pay for the opportunity. This lack of understanding may cause some conflict.

To assist with the equality principle, some of the schools in the Cajon Valley District have been selected as magnet schools.

Flying Hills School is identified as a "Fine Arts" magnet school. Some 225 students are enrolled in the program and there is a waiting list. Perhaps the popularity of the Flying Hills program attests to the fact parents know what they want and will not be totally swayed by the increasing demands for higher test scores. Most parents want their children to receive a quality education including the 3 Rs, but they also want their children to get more out of school than rote drill and practice.

There are other types of magnet schools in the district. The selection of choices illustrates a willingness on the part of the district to meet client expectations, a willingness by people within the district to narrow the mission of the school and a willingness on the part of parents and students to make a choice regarding their expectations for a quality education. Each of these outcomes is accomplished by helping to make educational opportunities more equal for more people.

The third action relevant to the district's history of choice is the attempt to equalize diverse student populations throughout the various schools. Some of the equalization, obviously, is achieved via the attractions offered by the different magnet schools. An over-riding principle for magnet programs in most districts, indeed, is the strength of the magnet program to attract students to schools in neighborhoods the youngsters might not otherwise seek out.

In Cajon Valley attention has also been given to school boundaries, bus routes and other mitigating factors which tend to attract or repel people to and from different schools.

How important?

According to the Gallup Poll, the choice issue is high on the list of desirable reforms proposed by people throughout the United States. In 1989, nearly 70 percent of the respondents to the Annual Gallup Poll on Education said choice was "very desirable."

In Cajon Valley, any parent may opt to send his or her child to any school in the district, assuming there is space available at the receiving school. The district enacts an "open boundary" policy.

Unlike Richmond, California, where every school has, at least on paper, a different mission, parents in Cajon Valley may pick a school for any reason that makes sense to them—even if the reason has to do with easier accessibility for baby-sitting before and after the regular school hours. The principal still reserves the right to decide into which class the student will be placed, i.e., with what teacher. As might be imagined, some parents do exert considerable pressure, once a particular school has been chosen, to have a child placed with a specific teacher. In Cajon Valley there is a belief principals must have the final say on class enrollments.

Even when choice is available, not all people take advantage of the opportunity. In Cajon Valley, for example, approximately 13 percent of the students are not housed in their neighborhood schools. And even with the magnet offerings, only 5 percent of the students are enrolled in the special programs. These figures are slightly higher (about 5 percent) than the percentages obtained in Alum Rock, California some years ago when one of the first voucher field-tests was conducted. The purpose of vouchers was to encourage—at least allow for—choice.

If the Gallup Poll suggests choice is a hot issue, and if the president of the United States and the Secretary of Education continue to promote choice, why do so few people seem to take advantage of the opportunity—or what is the motivation of the various audiences to participate?

Certainly 13 percent of the students is no small percentage. The 13 percent represents a sizeable group of people who do take advantage of an option. A case can be made that because the people do make a choice they are more likely to buy into the program offered at their school. They have an investment in the decision-making process. They have a reason for helping the program at the school be successful. They have a reason to feel some allegiance to the school.

The question for most educators and Board of Education members is whether or not the opportunity for parents to make a choice is worth the costs applied to the district. According to one individual, the opportunity for patrons to make a choice is worth whatever is involved just to help people believe they have managed to beat the system. In these days of bureaucracy and large organizational problems, people need to believe there is a place that is willing to give them personal attention and to satisfy some of their individual concerns.

On the subject of costs, there is a reasonable possibility that politicians—both Republicans and Democrats—are promoting choice because they see the concept as one way to bring about school improvement at a minimal cost. Any proposal that doesn't cost anything is a sure-fire bet for generating political rhetoric.

If 13 percent is perceived by some reviewers as being too miniscule to consider, perhaps one other bit of rationale may be convincing. According to Ron Hockwalt, district superintendent, "We believe the more people are aware of the choices in the district, the more involved people will become. We are banking on the idea that word-of-mouth support for our choice programs will result in both greater parent participation and student achievement. Both of these factors should also contribute to a stronger support for public education."

Considerations

Choice isn't an especially new idea in education, either in the United States or internationally. In the United States, people have always had the choice of a public or private school education, assuming parents could cover the tariff for a private school. Some foreign countries may have more private schools than public schools. In recent years parents have also been given—usually by the courts—the choice to educate their children at home. A relatively small number of parents use the community as their educational setting. Recent figures on the home-study option indicate less than 1 percent of the students are educated at home and approximately 9 percent are educated at private schools. Over the years the 9 percent for private schools hasn't changed very much.

Perhaps the biggest variation in numbers occurred when court-ordered busing and integration resulted in "white flight." A number of new, private schools were initiated, although most were short-lived. Not all, but many private schools have a religious affiliation, e.g., Christian, Baptist, Catholic, Methodist. Although the once-strong Catholic schools are dwindling in number and in student enrollment, other church-affiliated schools appear to be making up the difference. The Christian schools appear to be growing at about the same pace the Catholic schools are declining. Private school attendance still includes about 9 percent of the nation's students. Perhaps there will be a movement back to public education by some of the 9 percent as more choice becomes available in the public sector.

So, while there has always been the public/private school choice, the new variation on this theme is the choice option within the public school setting. Nearly every district of reasonable size has some sort of policy which allows for intradistrict transfers. These transfers are allowed for nearly any reason (except, perhaps, for the star athlete who would like to transfer to another school where there are other star athletes—and, possibly, a better teacher [coach]).

Indeed, over the years efforts have been made to establish choices even within a particular site—school-within-a-school programs. Not many multi-mission schools have survived, however. It may be possible to have schools with different missions and philosophies within the same district, but survival under the same roof is often tantamount to war. Sometimes there are too many conflicts. Perhaps there are too many people under the same roof who believe the "others" should adopt the "correct" mission—and conflicts, therefore, arise among the people.

In a pluralistic society, though, there is general acceptance that desired outcomes can be obtained by more than one approach. Some people, for instance, may subscribe to the proposition that desirable outcomes can be reached at a "Back to the Basics" school. People with this position may be accurate—for their children. On the other hand, different parents may believe the desired outcomes for their children can only be obtained at a school where the fine arts are featured. This type of school is likely to attract young people who have some sort of musical or artistic talent a *la* FAME characters. The youngsters in this school may be more likely to shine in a little less structured classroom than what is typically found in a basics school.

Clearly, when the individual child is considered, the school which reasonably well matches his/her learning modality seems sensible. A single educational model is unlikely to meet the needs of all youngsters. (Incidentally, in Cajon Valley, the magnet fine arts program served as the precursor to the integrated language arts curriculum developed in the district—largely because of the excitement for the integrated approach as expressed by parents, students and the teachers.)

If choice isn't new and if different learning modalities can be accommodated more favorably in schools with alternative missions, why aren't more people in the public school system offered a choice?

In most districts strong efforts have been executed to cause schools to look more alike than different. In many districts, for example, structures have been put in place to maintain consistent class sizes from one school to the next, to maintain the same teacher/administrator/student ratios in all schools and to allocate the same level of financial resources to every school. Of course, nearly all schools are constructed in essentially the same architectural design, i.e., a classroom is a classroom is a classroom. Even in those districts where choice is possible, people in the schools have been told, "Within the structures that are already in place, build a creative program."

People in selected school districts, like the people in Cajon Valley, have managed to overcome or circumvent some of the in-place obstacles to offer choices.The process for offering choice in the Cajon district has been thoughtful and systematic.

A review

No school district should jump hastily onto the choice bandwagon. Clearly, there are arguments in favor of as well as against the option of choice. In fact, however, when the cons appear to outweigh the pros a choice is also made. The choice is to stick with the *status quo*. As is often the case in a democratic society, people may analyze the same, or similar, factors and still arrive at different conclusions.

Here are some of the arguments, or assumptions, in favor of choice:

- **Facility use**. The strategic location of specialized immersion programs may stimulate the transfer of students from overcrowded school sites to those which are "under-enrolled."
- **Racial balance**. Research evidence suggests that magnet programs under voluntary enrollment conditions may contribute significantly to the improvement of racial balance, particularly when the total non-white student population in the district is relatively small.
- **Student interest and commitment**. Since students choose to participate in specialized immersion programs, an increased level of interest in and commitment to the program and to the school may reasonably be expected.
- **Breadth and depth of knowledge**. In-depth study of a particular discipline is likely to result in increased knowledge of that discipline on the part of the student.
- **Staff expertise**. Increased emphasis on a specialized subject area may justify the assignment or employment of instructional staff who are more specialized in that particular area.
- **Integration**. If enrollment in the specialized program is monitored for background characteristics of students, students may benefit from a broader cultural experience than would be possible in their neighborhood school.
- **Student recruitment**. To generate sufficient enrollment to justify continued operation of the specialized program, schools would need to be proactive in recruitment of student participants.
- **Higher achievement**. Specialized programs are likely to prompt higher expectations for student achievement among staff members and parents, which may in turn result in improved student performance.
- **School image**. Specialized immersion programs may generate increased pride in the school among members of the staff, among students, and within the school's community because the school offers a unique program unavailable elsewhere. It is very likely that families whose children attend a specialized program will tend to have a higher perception of that school, and perhaps of schools in general. Specialized immersion programs, too, may have a positive effect on the school's image in the community outside of the school's immediate service area.
- **Choice**. The option of enrolling in a specialized program provides a means by which parents and students may choose between the neighborhood school and other schools - a consideration which is currently gaining considerable public attention.

When one reviews this listing of positive arguments, one wonders why choice is not readily available. Naturally, some of these arguments are stronger than others. The unequal weight in value also crosses over to the potential disadvantages for choice most often cited:

- **Within-school isolation**. The operation of a school-within-a-school has the potential for creating a "caste" system on the campus - a distinction between the "haves" associated with the special program and the "have nots" associated with the general program. Differential allocation of resources may exacerbate this problem. To the extent that specialized programs are designed for specially-talented students, such programs may create an additional "track" level beyond those already in place. The potential for friction, misunderstanding, and increased racial tensions among students could also be heightened.

- **Loss of support network**. Students opting to attend a specialized immersion program away from their school of residence may find themselves separated from their support network and feeling like outsiders. The concern is especially great for the non-white student attending a school in which few members of his or her particular racial or ethnic group may be enrolled.

- **Diminished quality of the general program**. Demands for supplemental resource allocations to specialized programs removes resources which might otherwise be allocated to the general programs unless excess costs of specialized programs can be offset by new revenue. Enrollment of highly motivated or specially talented students in specialized programs removes them from the mainstream, negatively impacting the composition of the student population served by the general program. Assignment of specially-talented staff to specialized programs negatively affects the overall quality of the general program staff. Finally, special activities associated with the immersion program may interfere with the normal operation of the school and the general program, particularly when students spend only a portion of their day in the immersion program.

- **Competition for "good" students**. The establishment of specialized programs raises the danger that selection of student participants would generate competition for those students who are most academically or otherwise talented and strongly motivated, contributing to "impoverishment" of the general student population.

- **Unequal access to specialized programs**. The district's service area may be large and public transportation may be limited. There are differences in the ability of families in the various communities served by a district to provide transportation to specialized program sites. Thus, transportation problems alone may present serious limitations to student access. Beyond that, however, many programs which might be considered - notably those designed to serve academically talented students - may result in establishment of entry standards which would tend to select students who are already the more advantaged in the student population. To the extent that black, Hispanic, American Indian, or other non-white students are able to meet selection criteria, and thus leave their school of residence, leadership among members of these groups remaining in the school of residence may be lost. Finally, language barriers may limit access on the part of the limited-English-speaking community.

- **Increased racial imbalance**. Unequal access noted above carries with it the clear danger of increasing racial imbalance both among the schools and between "specialized" and "general" programs.

- **Cost**. Establishment of specialized programs sets up an expectation for increased resource allocation to such programs. Transportation costs could be staggering.

- **Abuse of transfer opportunity**. The specialized immersion program could be viewed by some students as a way of escaping from such problems as discipline in the school of residence.

- **Unequal competition among schools**. The creation of competition among schools is often cited as part of the rationale for creating specialized immersion programs. An assumption that all schools would enter such competition on an equal footing is not necessarily warranted. Facility limitations, age and condition of the plant, and "desirable" location alone represent limitations to some schools' ability to compete for enrollment.

- **Student schedule problems**. Increased requirements for high school graduation and course demands for college entry over the past several years have reduced the flexibility in students' schedules, leaving little time for additional specialized coursework. Though it is acknowledged that the "non-college-bound" student has greater flexibility in scheduling, that distinction itself carries implications for the student composition in specialized programs.

- **Instability**. Student commitment to specialized study is viewed as tentative and subject to change. Significant turnover in the population served by each specialized program could be detrimental to program operation. In addition, specialized programs are frequently "personality dependent" in terms of staffing. Such programs may operate effectively only so long as original staff members are willing to continue to teach in the specialized programs.

- **Extracurricular activities**. Potential problems with athletic eligibility rules need to be taken into consideration.

- **Parking/traffic congestion**. More students traveling greater distances to school would result in more student drivers, congestion, and potential parking problems. An increased number of parents driving their students to school would also add to congestion.

- **Community resentment**. To the extent that "specialized immersion programs" are viewed as a desegregation strategy, some degree of community resentment may be anticipated.

- **Inconsistency with "quality indicators**." To the extent that the themes of specialized immersion programs are inconsistent with statewide school performance criteria such as the "quality indicators," there may be lack of support for the specialized programs on the part of the local school administration.

(Thanks to the Grossmont District 21st Century Committee for this thorough summary of the pro and con positions.)

Some of the negative assumptions appear more closely related to secondary schools than to elementary schools. In the Cajon Valley district, parents are expected to provide transportation to students who wish to attend a school outside the normal boundary. Since elementary schools are normally closer in proximity, students are usually able to walk to a nearby school without contributing to traffic congestion.

Even a quick glance at the pro and con statements is enough to convince most people that each item on the list is debatable. Moreover, research tends to support different arguments on the same issue, depending on the location of the issue under consideration.

Life in the trenches

Both the pro and con arguments are fundamentally theoretical. In Cajon Valley, a choice for choice has already been made. Now the challenge is to identify the real problems (not theoretical) which require attention.

According to spokespeople in the district, five or six problematic areas keep school leaders on their toes.

One problem identified by district personnel is the ping pong syndrome. In essence the ping pong syndrome is explained by reviewing case histories of those relatively few people in the educational community who abuse the choice option. This small percentage of people tends to support the theoretical premise that some people will bounce, for a variety of reasons, from one school to another—quite frequently—given the option. The Cajon Valley Union School District already has a large transiency percentage of youngsters, some transiency resulting from the fact that more than 52 percent of the district's students live in apartments. Because apartment dwellers move more frequently than homeowners, the district doesn't need to add to its troubles by allowing abusers of choice to unreasonably exploit their opportunity.

Although shifting students from one school to another because of pending disciplinary action isn't supposed to happen, one can hypothesize that in a few rare instances parents have been able to come up with a "sound" reason for seeking admission at a different school. Unless great care is taken, a particular school could gain a reputation as the school where problem children are sent. Secondary continuation schools, for example, often hold a reputation as being a place where problem children are housed. More than one vice-principal has said to a troublesome student, "If you don't shape up, we'll have to send you to the continuation school." Districts do not need a school with an image as the "bad kids" school.

A third problem is one which is found in some schools and not in others. The problem is related to the matter of predictability. That is, each year administrators and staff members must make some predictions about student enrollment figures for the following year. These predictions help to define the school's budget. Because people have a choice, sometimes the predictions aren't always as accurate as they might be if there were greater stability within an attendance area. Over time, however, many site administrators have discovered there really isn't much difference between the number of students who transfer in and the number who transfer out. When the transfers are not a "wash," more serious problems can evolve.

Perhaps the most serious problem to date is the one which can be anticipated in theory but the full force of the issue is not understood until a "possibility" becomes a "reality." The situation here is one whereby 10 families received notices that they were being returned to their previous school because the school of choice had run out of space. To put the situation in its best light, the event was rather traumatic—especially since everyone involved had been given information about the possibility but nearly everyone felt there would be some sort of last minute reprieve before the switch was pulled.

At least two other real-world problems have been discovered. One is related to "difficult" youngsters and the other is related to the ambiguity administrators experience when last minute changes, because of shifting enrollment figures, arise.

The latter "out of control" concern is obvious. The former concern, however, may be somewhat more subtle. A particular teacher, for example, may find a given youngster is especially difficult. The child may be a behavior problem, may have difficulty getting along with other students, may be a general pain. After the teacher has tried all the tricks in his or her repertoire, all to no avail, the teacher may discover the child actually lives outside the school's attendance area.

Not surprisingly, the teacher may exclaim to the principal in a moment of frustration, "Why is this child in our school, in my classroom? If the student were where he belonged, I'd have a perfect class." The teacher, in fact, may be tempted to believe someone at another school managed to shuffle a difficult child off to an unsuspecting person. Whether or not the teacher's claim is accurate, the perception of being "had" is sometimes painful.

Finally, most educators in the district believe that offering choice makes their work more difficult, ranging in degree from "somewhat" to "much more." In spite of the added burden, apparently the majority of people in the district believe the benefits are worth the problems.

Summary

This case study covers only a public school setting. No attempt is made to explore choices that might exist if vouchers or tuition tax credits were offered to parents. There is, evidently, more and more discussion about vouchers and tax credit schemes. Considering the complicated arguments surrounding choice within a public school setting—arguments which at first sight appear easy to overcome, but aren't—there is ample room for debate and exploration before the public domain moves into the private sector, and vice-versa.The voucher and tax credit ideas have been around for quite a while. Neither concept appears to be a major threat to public education, at least at the present time.

The Cajon Valley Union School District leaders have exerted guidance where necessary to put the principles of shared decision-making (including parents) and educational choice into practice. The road hasn't always been smooth, but people in the district have managed to keep their eyes on the targets.

By moving the concept of choice from theory to practice, pioneers in the Cajon district have helped to answer significant plausible questions which loom prominently in the pro and con debates. Other issues not identified by discussion do prove to be matters which require thoughtful attention.The Cajon Valley choice plan once again illustrates the principle that no matter how well thought through and no matter how well planned, there are always issues in the implementation of a plan that simply cannot be anticipated in the design phase. Cajon Valley though, did demonstrate a willingness to overcome the inertia that in some districts causes good ideas never to see the light of day.

Choice, as practiced in the Cajon Valley district, demands more work. To date, the people in the district are convinced that student benefits, among other positive outcomes, exceed the extra effort.

Central Union High School in El Centro

Delivery

John Goodlad wrote *In a Place Called School* that not much learning would take place until educators began to give much more careful attention to the delivery of instruction. Delivery of instruction is one of the major areas of recognition and concern for participants in the Central Union High School Futures' Project.

Naturally, there are many different forms of emphasis which can be taken when delivery of instruction is a high priority. Some educators focus attention on curriculum development, some engage in curriculum alignment activities, while still others may focus on the use of computers to supplement instruction.

The Central High School people focus on specific teacher delivery, especially for those teachers making the transition from teacher training institutions to the high school. The model for emphasis which the El Centro people chose is called "peer coaching."

Peer coaching is a process which draws on the talents and abilities of professional educators to lend support to each other. Education may be one of the few professions where people work, generally, in isolation from one another. As Ted Sizer suggests, "Most teachers work in hermetically sealed isolation booths." There are examples, for instance, of teachers who have worked with each other for more than a decade, who share the same students, who share the same textbooks, who even share the same copy machine, but they seldom venture into another teacher's classroom.These professionals "talk" about education frequently, but there isn't much opportunity—without careful planning and the execution of a carefully designed plan—to observe each other in the classroom and then to provide relevant feedback.

Participants at Central High School recognize the importance of feedback, feedback which is safe and supportive; feedback which is not evaluation. Peer coaching at CUHS is intended to reduce the anxiety often associated with teacher evaluations.

Perhaps one reason there is at least some anxiety generated when "outsiders" visit a teacher's classroom is because most teachers connect observation with evaluation. Peer coaching attempts to overcome evaluation anxiety by generating a climate of trust and respect among staff members which allows and encourages teachers to share professional ideas.

Research and empirical data

The notion of peer coaching is supported by considerable research evidence as well as empirical data. Indeed, the people in El Centro used research findings and empirical information from other districts (especially the Poway Unified School District) to develop their own model of peer coaching. Considering the ready availability of information on instituting a peer coaching plan, there was no need to reinvent the wheel.

(For more information regarding the Poway model, please refer to the appropriate case study located in another portion of this book.)

A cursory examination of the Costa and Joyce findings shows the distinctions between peer coaching and supervison as well as the power of coaching. Indeed, there are several significant differences in characteristics. For one, any notes taken during a peer coaching observation are not placed in a personnel folder. For another, when evaluations are conducted, the criteria are usually defined by school district policy; the criteria for peer coaching are defined by the teacher being observed. The Central High School program builds off of many premises outlined in the two charts. Of special importance is the increase in actual application of skills when coaching is included in a staff development program.

Why is the peer coaching plan significant for CUHS? Central Union High School is one of a few high schools where new staff members are hired each year. During the 1989-90 school year, for example, there were 35 nontenured teachers on the staff of 130 teachers. Approximately 10 - 12 new teachers are hired each year. Certainly, most people feel a way to improve the quality of instruction in the classroom—as well as to assure quality teachers once tenure has been gained—is to do a careful selection job at the outset as well as help new teachers with the requirements of their first assignment. (Too often new teachers are expected to perform exactly as "old hands" without much assistance in learning the ropes. The conventional sink or swim induction experiences have long been recognized as problematical.)

Selection of personnel and initial orientation during the probationary periods are significant. It is during the probationary period when decisions about retaining staff members are made. Since most districts put a reasonably large investment of resources into a new teacher, common sense suggests the importance of helping the teacher be successful. Thinking marginal teachers will improve their performances over the years has tended to be a false hope in most instances. The peer coaching program is designed to overcome many of the problems associated with the beginning teacher syndrome.

Purposes

Participants in the Central Union High School program support the idea that there are three major reasons to implement the peer coaching model:

- To reduce the chances of burn out.
- To increase teaching and instructional effectiveness by diversifying strategies.
- To assist with continued professional growth.

While there may be three major purposes for peer coaching, a review of the principles on which the program is built demonstrates how closely the different factors are tied together.

For example, education is one profession where people have an opportunity to continue their professional growth; some outstanding teachers may come close to reaching the "top" but no one ever knows all there is to know. In education, change is the rule rather than the exception. Students change, systems change, textbooks change, laws affecting education change—nothing ever stands still. Changes usually require new and improved teaching skills. And many new skills can be learned by watching or sharing ideas with another colleague.

Moreover, when people do learn new skills and strategies, they generally feel more comfortable when challenges confront them. Most individuals feel less threatened with change when they know how to change. Certainly the challenges at Central High School require members of the profession to continue their efforts at quality instruction, largely because of the high percentage of at risk youngsters who attend the school.

The opportunity for continued growth is often one catalytic element which helps to reduce the tendency to burn out over time. Peer coaching, the research claims, can help to keep the spark of teaching alive and well. The teacher does not get into a rut doing the same thing day in and day out. Each day is looked at with excitement rather than with a feeling of dread. Teachers who are excited about teaching and learning usually transmit that enthusiasm to students.

Phases

The peer coaching program at Central High School did not emerge without careful considerations for implementation. After study, participants elected to put the program to work over a three year period, each phase of the program contributing to anticipated ultimate outcomes, e.g., enhancement of trust among staff members and improved achievement for students.

In brief, the three phases of the Peer Interaction Program (PIP) are as follows:

- Peer acceptance phase
- Peer interaction phase
- Peer coaching phase.

Each of the phases is identified with significant outcomes. Assessment of the program focuses on the outcomes. For phase one, the major outcome is to help teachers feel comfortable with observers in the classroom. At this stage in the program, observers are expected to make classroom visits and to identify five positive "things" observed during the classroom visit. Positive feedback is presented to the teacher observed.

Phase two begins a more focused period of observation and feedback. Teachers are encouraged to plan, conference, observe and provide feedback on mutually agreed upon subjects. These subjects include, but are not limited to specific skills related to clinical teaching. Mentor teachers provide training for this portion of the program. An expected outcome is that teachers will form a support network for each other as they attempt new lessons, new teaching strategies and other new innovative approaches.

Phase three also includes special training for mentor teachers, department chairpersons and other interested teachers. This training includes specific attention to cognitive coaching techniques. The three phase plan appears both complete and built on a timeline that should be viable.

Evaluation

Participants at the school are still learning about the process of peer coaching. At this juncture, however, there is reason to believe that no matter what will be offered to students as content in the year 2000 there will always be a need for quality instruction. Teachers who are willing to refine previously learned skills as well as to gain new strategies for their teaching repertoire are likely to provide the needed quality instruction.

The peer coaching program envisioned at Central High School appears to be one reasonable solution to the desire for improved delivery. Undoubtedly, more will be learned as the different phases of the total plan are put into practice. The evaluation design will allow participants to determine if the program in reality matches the theoretical foundation on which it is based. Clearly, the idea of peer coaching may be a little risky, but the potential seems to be worth the risk.

Grossmont Union High School District

Charge

On May 20, 1987, the Grossmont Union High School District Governing Board authorized the establishment of a committee charged with the responsibility of looking at and planning for education in the Grossmont schools in the 21st Century.

The committee, titled "Grossmont in the 21st Century," was directed to make a report back to the Governing Board which would analyze what the future of education might be and to draft a plan to guide decision-makers in the district as they prepare for the future in a new century.

Of all the districts and participating agencies involved in the ACSA Futures' Project, the people in Grossmont probably have engaged in the most extensive analysis of the future. Moreover, people in the Grossmont district launched their efforts prior to the time ACSA initiated its activities.

According to Robert Pyle, superintendent in Grossmont, the futures' committee was challenged to address three broad questions:

- What will the Grossmont District look like in the 21st Century?
- What should the Grossmont District look like, or what do we want our high schools to be in the 21st Century?
- How do we plan to assure the kind of schools and education appropriate for the Grossmont District in the 21st Century?

The questions posed were purposely broad. The background information gained in preparation for responses to the questions helped to produce a major change in attitude among members of the committee.

At the outset the general attitude on the part of committee members was that of "planning **for** the future." The more involved committee members became, though, emphasis changed from planning **for** the future to planning **the** future. These changes of emphasis and attitude are especially visible in a product prepared from the committee's deliberations. The product is a publication titled *The Grossmont District in the 21st Century: From a Tradition of Excellence To A Future of Achievement.*

The time is ripe

The Grossmont District has, for a long time, been recognized as an educational leader. When people in other districts were becoming acquainted with new ideas, leaders in Grossmont had already put the innovations to work. Because Grossmont has taken the lead on any number of cutting-edge concepts, some creative endeavors have panned out more positively than others. Change doesn't always mean improvement.

But the desire to look ahead, to create the future, is considerably more palatable, even if minor mistakes are made now and then, than to accept, without a battle, the alternative, i.e., allowing things to happen to the people—especially the students—in the district. No district should allow itself to be buffeted and manipulated by predictions of what is to come. Through strategic planning, imaginative people can create and mold a future to meet the needs of the constituents.

Consistent with this point of view, i.e., constituent needs must be met, as well as with the increasing demand from the public for fiscal and program accountability, the Grossmont District was one of the first (if not *the* first) districts to "guarantee" a quality education for its graduates. In essence the Governing Board said to students, "If your education at one of the Grossmont High

Schools did not prepare you adequately to meet the expectations of your career choice, by returning to school we will work with you until you have the skills necessary for whatever aspirations you have in mind."

Regardless of the number of people who actually take advantage of the opportunity, the district has gone on record stating its responsibilities both to learners and to people in the community who pay the educational bills. The commitment, obviously, is no minor gesture.

Perhaps because of a history of imaginative and creative leadership, an attempt—through the 21st Century committee was made to avoid what Alvin Toffler describes as "future shock." Even though the committee began its study by looking down the line, the committee avoided the tendency to address "pie in the sky" possibilities. At the conclusion of deliberations, members of the committee were intent on producing a plan whereby change and improvement could be accomplished. The committee was concerned about areas where they had some control over change, where the committee could effect change.

Throughout deliberations, the committee was committed to the belief that all students are capable of learning. Apparently, too, the people on the committee bought into the idea that it is the responsibility of those in the district to serve all the students who attend the schools. The challenge— according to the committee report—for educators in the 21st Century, as it is now, "...will be to identify the instructional strategies and educational environment most appropriate for the diversity represented by all students."

The committee report goes on to say, "The mission of secondary education in the 21st Century will be essentially no different from what it is today. Progress will still depend on the school's ability to provide students with the opportunity to acquire knowledge, skills and attitudes necessary to make the transition from dependent adolescents to independent adults.

"Then, as now, quality education will go beyond mastering basic skills. It will encourage creativity and critical thinking and will develop the ability to communicate effectively. There will be no futuristic curriculum. Academic traditionalists will continue to identify what students need to know to be functionally and culturally literate. However, the 21st Century will require improved methodology and delivery systems characterized most by increased use of computers and video systems.

"Many of the challenges facing us now (which include disintegration of family, modern health concerns, child neglect, cultural and ethnic differences, and disenchanted students) will probably increase in the 21st Century. The large, comprehensive high school, as it currently exists may well become less effective in meeting the needs of many students.

"The Grossmont District must be prepared to try different models which will involve, if necessary, radical changes in how we structure time, where we offer programs, and how these programs are staffed."

The committee, based on the assumptions stated earlier, identified the following major areas pertinent for education now and into the 21st Century:

- curriculum
- staffing/staff development
- parent/student/community support for the priority of education
- professional support services
- professional student services
- diagnostic/prescriptive assessment of students.

Naturally, a different set of "headings" for study could have been developed, but the areas of study are quite comprehensive, similar to many of the areas of focus included in an accreditation self-study.

As one reviews the findings of the Grossmont futurist committee, one is drawn to the similarities and differences between the committee's results and the results of so-called national study groups, e.g., Carnegie Commission *Study of the American High School*, Mortimer Adler's *Paidea Proposal*, and Ted Sizer's outline of the new high school contained in his book, *Horace's Compromise*. To many reviewers, differences which emanated from the grass-roots effort (Grossmont) and the national studies are quite instructive. This is not the place to make a comparative analysis; suffice a comment here, however, to point out there are several significant differences.

Accepting the report

The 21st Century report, though, was only the beginning. Indeed, the report was presented to and accepted by the Governing Board in 1989, nearly two full years after the exhaustive and detailed work had begun.

Recommendations for each of the major areas studied are presented here:

Curriculum

- Core Curriculum
  - The Governing Board, with input from appropriate councils and committees, will periodically review and revise the core curriculum
  - The Governing Board should continue to encourage input from parents and students in both open forums and curriculum committees.
  - The District will retain and expand co-curricular programs such as character education, self-esteem and study skills.

- Electives
  - We need to revamp or phase out elective courses that are no longer responsive to the future needs of society, such as industrial arts classes that are not vocationally relevant or affordable.
  - We need to add electives that will lead to personal enrichment and that will prepare students to work in the service-producing sector.
  - We need to encourage and expand foreign language study to promote better cultural awareness and understanding.
  - We need to recognize the importance of self-esteem as a prerequisite to learning and self-development and incorporate the recommendations of the California Commission on Self-Esteem into the curriculum.

- Tracking
  - We need staff development in the area of cooperative learning strategies.
  - There is a need for increased and improved use of resources such as instructional aides and technological support.
  - Staff need to be retrained to organize classrooms as learning labs.
  - We need to consider relabeling low-tracked classes as "preparatory" for higher-tracked classes; e.g., Math 3S to Algebra Preparatory 1.
  - We need to reduce the number of tracks in selected subject areas.
  - We need to expand academic support groups such as Advancement Via Individual Determination (AVID).
  - We need to revise the district's position on grouping ability for instruction (Board Policy IEA).

- Specialized Immersion Programs
  - Student enrollment and selection policies and procedures must facilitate equal opportunity for participation regardless of racial or national origin, sex, language characteristics, socio-economic status, or distance from the student's home to the specialized program.
  - Specific provisions must be made to avoid the isolation and separation of specialized program participants from the students in the host school's general student population.
  - The program design must give reasonable promise of increasing inter-racial or cross-cultural contacts among students and of improving the quality of such contacts.
  - Participation in the program must not limit the student's opportunity to successfully complete a core academic course of study.

- Greater Flexibility to Earn Credits
  - We need to explore the re-establishment of afternoon or evening high school classes on some (or all) campuses.
  - We need to pursue the expansion of summer school and review the intent and format of classes offered.
  - We need to provide opportunities for selective expansion to allow more than six classes for some students.
  - We need to expand opportunities for special studies or community-based courses.

  - Research projects, classes via an interactive computer network, and the possibility of some home instruction through a computer are areas for additional consideration.
  - We need to reconsider existing limits on the number of credits to be earned toward graduation outside the comprehensive high school.
  - We need to examine alternate ways to deal with class failures other than repeating the entire course.

- Technology
  - We need to continue instruction in computer studies until such time as students achieve computer literacy prior to entering the ninth grade.
  - We need to expand the elective curriculum in computer use to include online searches, additional software applications, and development of software programs. We need to provide computers in classrooms to assist with instruction.
  - We need to provide access to computers for professional staff to manage grading and classroom procedures.
  - We need to establish computer-assisted labs on each campus.
  - We need to provide in-service for teachers regarding the appropriate uses of technology.

- School/Community Activities
  - Support a strong school activities program because it exerts a positive influence on students in a variety of areas, including:

    - Academic grades and attendance
    - Attitudes toward self and school
    - Drop-out rate and discipline problems
    - Leadership and decision-making
    - Team participation, planning and cooperation
    - Overall college performance
    - Later success in life

  - Support a strong school activities program because it exerts a positive influence in the community in a variety of ways, including:

    - Public entertainment and support for education
    - Shared control and responsibility
    - Commitment to improving human relations
    - Involvement in community projects
    - Facilities available for community use.

Alternative educational environments

- We need to continue current efforts to complete the West Hills High School building project.
- We need to develop plans for responsible boundary adjustments, expansion of current facilities and use of nontraditional facilities to maximize existing housing resources.
- We need to establish a timeline for the implementation of a year-round program at Valhalla and/or Monte Vista High Schools by 1992-93.
- We need to develop plans to pursue the state incentive funding available to year-round schools for facility modification and air-conditioning.
- We need to pursue state funding for an 11th high school by the mid-1990s at an appropriate site to meet growth patterns projected for the mid- to late-1990s. The 11th high school should be designed to accommodate a comprehensive year-round secondary program.
- The actions taken and changes brought about should be viewed as positive decisions in the process of providing the highest possible quality of education. We need to assure that all publics develop a positive perception regarding the actions of the district and the Governing Board to resolve facility problems.

Staffing/staff development

- We need to redefine the contract-stipulated "Standard Teaching Day" to allow for year-round, extended-day or other non-traditional staff schedules.
- We need to differentiate staffing to include teams of teachers, paraprofessionals, aides and volunteers where feasible.
- We need to use qualified aides and/or classified staff, where legal and feasible, to reduce extracurricular duties such as athletic supervision.
- We need to provide clerical and paraprofessional assistance for the teaching staffs.

- We need to develop and coordinate a districtwide volunteer pool.
- We need to continue to offer staff development programs such as "Quality Teaching" and "Cooperative Learning." We should expand these districtwide programs to other areas such as educational technology.
- We need to provide time and money for curriculum assessment and planning.
- We need to reinstate competitive grant programs for curriculum development and professional growth.
- We need to provide district and local orientation programs for staff new to the district.
- We need to commit to affirmative efforts to develop a multicultural certificated staff and classified staff for all schools through intensive year-round recruitment and hiring.
- We need to actively pursue expansion of cooperative teacher training programs with San Diego State University, the University of California at San Diego, and other teacher training institutions.
- We need to develop and implement ongoing, effective in-service training programs in multicultural education for all district administrators, teachers and other certificated and classified staff.
- We need to establish a financial incentive plan for bilingual classified positions where needed.
- By the year 2000, we need to achieve ethnic balance among the classified and certificated staff and the student population.
- By the year 2000, we need to achieve gender balance in administration in proportion to the representation of the sexes in the teaching staff.
- We need to commit to recruiting, retraining and promoting a multiculturally balanced administrative staff for all schools and in the district administration.

Community/parent/student support

- Community
  - We need to have broader and improved means of marketing education to the community.
  - We must establish specific programs which target each of the populations within the community.
  - We must set aside a budgeted amount at each school site for public information/promotion/marketing use.
  - We need to identify what information can legally be shared with employers.
  - We shall establish the practice of having employers require the student's transcripts as part of each job application. Transcripts should include tardies, truancies, and citizenship grades.
  - Students who enroll in work experience must meet the district eligibility criteria of a "C" grade-point average and acceptable citizenship.
  - We need to increase community/parent involvement on high school campuses. We need to develop programs to create incentives for parental involvement.
  - We need to reinforce the district's commitment to the employers of this area and to the "Guaranteed Graduate Program" established in 1987.
  - Employers need to create incentives to establish priority for education. Work incentives and sanctions should be related to school progress.
  - We need to examine the feasibility of school libraries becoming public libraries on some campuses to enhance community use and contact.
  - We need to assure a systematic process for strategic planning at each school site which will involve the community and communicate the school's mission to the community.
  - Business, professional, and community representatives should be viewed as available to the classroom and decision-making committees. These interactions should be mutually beneficial.
  - A closer school/community support base should be created through all means available; for example, displays at Chambers of Commerce and local shopping malls, real estate brochures with school information and periodic school/student newsletters to community residents.

- Parent
  - We need to examine our progress-reporting program for the purpose of promoting better communication with parents.

  - We need to improve parent attendance at schools for orientation, conferencing, and classroom visitation. Businesses should recognize this priority for education by working out ways to allow parents release time to meet with teachers and attend classes with their students.
  - We need a school/community person designated to make home visits. This person should have appropriate professional skills.
  - We need to continue special offerings for parents such as the current parenting classes.

- Student
  - Students need sufficient information to become knowledgeable about opportunities available at their school.
  - School activities must reinforce the priority of education.

Professional support services for students

- All school personnel need to reflect the conviction that all students can learn.
- Building and promoting self-esteem in students needs to be a major focus of the District. This attitude of self-acceptance or self-worth will help students set and achieve realistic goals.
- Students on each campus need access to adequate district and community support services and support personnel.
- Methods need to be developed to maximize the amount of contact time available to students.
- Professional and support personnel need to be current in the area of family and social issues.
- Peer assistance programs need to be an integral component of guidance services in every school.
- Programs need to be in place to train volunteers, parents and students to provide academic tutoring.
- Responsibilities for student services' staff need to be re-examined and, perhaps, redefined.
- Field work placements and/or internships in student services' areas need to be encouraged within the district.
- Supplemental funding sources and increased use of technology need to be actively pursued on an ongoing basis to provide resources for guidance services.
- Guidance programs need to be evaluated annually for the purpose of assessing program effectiveness. Services should be retained, modified, or eliminated based on current needs, program analysis and the ability to deliver the services.

Diagnostic/prescriptive assessment of students

- Students need to be assessed in a variety of areas beyond basic skills. These areas should include learning style, vocational aptitudes, occupational interest, attitude, maturity and health.
- Students need to be placed in district programs according to comprehensive assessment. These programs include the comprehensive high school, Chaparral Continuation School, Adult School, independent study programs such as Phoenix, R.O.P., Career Development Center and others.
- Information contained in each student's cumulative folder needs to be computerized and made available to guidance personnel.
- A personalized educational program needs to be developed using existing computer technology.
- Information needs to be provided to teachers regarding each student's learning style.
- The summer conferencing model already established for grades 9 and 11, needs to be expanded.

Of special note is the fact the committee did not simply "add on" to what already existed. Certain activities and actions were actually recommended for termination, or for major modifications.

Once the report was presented, however, the real work began. The real work consisted of managing the day-to-day affairs of the district, prioritizing the recommendations from the 21st Century committee for action and weaving the two preceding tasks together in such a way that they could be made manageable. This latter task became especially tricky as members of the committee, as well as the Governing Board, were cognizant of the fact that most of the recommendations were not really aimed at the year 2000. Most of the recommendations were aimed at yesterday.

Principals' council

Nearly everyone who has ever worked in a school realizes the principal is a gate-keeper; that is, the principal encourages, allows or keeps specific activities from functioning in a school. When an idea is supported by a principal, the idea stands a good chance of survival. When the principal simply allows an activity to occur, the activity may or may not survive. When the principal is dead-set against an idea, chances are slim for a long life.

Recognizing these factors, the Grossmont District maintains what is called the "Principals' Council." In conjunction with other district administrative personnel, principals in the district meet periodically to review policy and to share ideas about programs and people in their schools.

Sensibly, the Governing Board asked the principals to review the key issues from the 21st Century report and to offer responses highlighted in the document.

Significantly, the principals identified 20 key issues and addressed each one. Space here does not allow a complete elaboration on the principals' responses, but a review of the responses shows principals, in general, support the recommendations in the document while seeking further clarification on some of the more global phrases included in the writings. Here are the 20 key issues and responses:

#1—We can plan the future.
- Agreement that if we continue to do short-range and long-range planning and re-evaluating, then we can determine and control our own future.

#2—Focus should shift from teaching to learning.
- Agreement that results of learning are more important than teaching or process.
- Agreement that all students can learn something, but not that all students can learn everything.
- Agreement that effective instructional practices (i.e., learning cycle steps as presented in Program Quality Review) must still be emphasized.
- Agreement that teachers must use a wide repertoire of teaching methods to ensure learning.

#3—The mission of secondary education is that the 21st Century will be essentially no different from what it is today.
- Agreement that functional and cultural literacy will still be the primary objective.
- Agreement that computers and other technology will play a more dominant role in instruction.
- Some question about whether or not the "core curriculum" will be the same.

#4—There will be futuristic delivery systems (i.e., computers) and improved methodology.
- Agreement that schools must move toward "state of the art" technology to enhance instruction.

#5—The core curriculum is defined as those courses, competencies or learnings required for graduation.
- Agreement with the core curriculum definition and that it applies to all students.
- Agreement that the Governing Board, with input from appropriate councils and committees, should periodically review and revise the core curriculum.

#6—Elective courses supplement or reinforce the core curriculum enabling students to achieve their college or vocational goals.
- Agreement that all elective courses, not just industrial arts, must be reviewed often for relevancy.
- Agreement that electives offered should reflect employment possibilities.
- Agreement that comprehensive high schools, ROP, community college, adult education, and community employers should interrelate to maximize opportunities for students.
- There is no agreement on the need to encourage and expand foreign language study to promote better cultural awareness and understanding. Recommendation needs further discussion.

#7—Modification of our stringent tracking system should occur.
- General but not universal agreement on this issue.
- Agreement that evolution not revolution should be the approach to untracking.
- No consensus that low-tracked classes should be relabeled as "preparatory."

#8—The demand for options for parental choice is likely to increase.
- Agreement to track progress of this issue in other districts, but no agreement to change existing Grossmont policies regarding intradistrict transfers.

#9—Racial/ethnic balance and the avoidance of socio-economic isolation must be vigorously pursued.
- Agreement that racial/ethnic balance must be addressed, but no agreement as to meaning of the phrase "vigorously pursued." This phrase must be defined.

#10—We need to offer students greater flexibility and increased opportunity to earn credit.
- Agreement with the concept of greater flexibility to earn credit.
- Agreement with recommendation to reconsider existing limits of earnable credit outside the comprehensive high school.

#11—The gap which exists between the private sector's use of technology must be closed as we approach the 21st Century.
- Agreement that the use of technology must be expanded.
- Agreement with the recommendations listed.
- Agreement that a long-range plan for instructional computing is necessary.

#12—In athletics, as well as other activities, high school now and in the 21st Century will continue to experience a transition from total school control to a shared control with the community.
- Concern expressed that quality of athletic programs may be declining as a result of "walk-on" coaches.
- Concern that community support for athletics and other activities will vary according to affluence (i.e., the rich will get richer).
- Concern for low morale of on-staff coaches.

#13—Options for maximizing facility use include: increased capacity of present schools; boundary changes; open enrollment; extended day; expanded summer school; nontraditional facilities; magnet programs, and year-round schools.
- Agreement with need to maximize facility use.
- Suggestion that parental choice be considered in the context of facility use.

#14—Serious consideration must be given to implementing some type of year-round program in some district schools.

- Agreement that year-round education appears to be inevitable.
- Addition of Granite Hills to Valhalla and Monte Vista as possible year-round sites.
- Agreement that school(s) should be identified in 1991 for implementation in 1992-93.

#15—We need to explore ways to better utilize personnel.
- Agreement with this issue.

#16—Community/parent/student support for the PRIORITY of education.
- Agreement that parent support and involvement is critical for student success.
- Agreement that employers should request transcripts as well as diplomas.
- Agreement that library use should be expanded.

#17—Employment should be secondary to education during a student's school years.
- General not universal agreement that working long hours is detrimental to success in school.
- Interest in district eligibility requirements for enrollment in work experience as piloted at Granite Hills High School.

#18—There will be increasing numbers of academically disadvantaged and culturally diverse students.

- See key issue #20.

#19—Support for professional student services will require ongoing district commitment.

- See key issue #20.

#20—We should move toward a model of comprehensive student assessment which includes not only basic skills but also learning style, vocational aptitudes, occupational interest, attitude, maturity and health.

- Agreement that the student population is becoming more diverse.
- Agreement that expanded guidance services will be required.
- Agreement that assessment and diagnosis of all students will be necessary.
- Agreement that computer assistance for guidance (as developed at El Cajon Valley High School) must be expanded to all sites.
- Agreement that "guidance" services personnel must be understood to include counselors, G.I.S., agency volunteers, career/family studies teachers, psychologists, peer listening, peer tutors and others involved with the guidance function.

Where to begin?

If the recommendations from the 21st Century committee and the responses by the principals—who had exchanged ideas with staff members via faculty meetings and other forums—point the way, and if the Governing Board approves the recommendations and priorities, what is then done about the plans for the future? Why does it appear most schools, once studies for action have been completed, appear to move so slowly?

Certainly, when one reviews the Grossmont study one is not struck with the notion a radical renovation is being proposed. Some people who have reviewed the proposal believe the report can be labeled as "doing the *status quo* better." Naturally this is a debatable point, but most readers will likely agree that the proposals lean in the direction of quality vs. flashiness and conservativeness vs. wild-eyed revolution. Indeed, a statement in the principals' report which calls for "evolution" of practices rather than "revolution" tends to characterize the thinking of the committee members and the principals. A "quiet revolution" may be an appropriate description.

Perhaps the reason schools move so slowly toward change and improvement is because, especially at the secondary level, it is difficult to turn around the inertia of the bureaucracy. And inertia is even more difficult to overcome when people who cause the inertia do not have time to think through alternatives. Realistically, there are poor practices in most schools, practices most people in the school agree are poor, but because people deal with a variety of crises some of the obvious problems of a bureaucratic organization are ignored. One who raises questions about the problems is often confronted with the comment, "That's the way we've always done it."

As part of the Grossmont strategy, though, they hope to meet the daily challenges and at the same time chip away at major ideas in the proposal.

For example, consistent with the principles inherent in SB1882, each school is expected to prepare an annual school improvement plan. Funding to implement ideas contained in the annual plan come from SB1882 for some of the high schools while other schools use School Improvement resources and still other schools receive Supplemental Grant Money from district funds. When school improvement plans are prepared well, there is an obvious interface with at least some of the recommendations in the 21st Century report. Since each school submits its proposal to the district Governing Board, there is continued emphasis given to the recommendations.

In addition to each school plan there is also a District Development Plan (submitted to the Governing Board in early 1990). The district plan draws together high priority items from each of the schools and formulates a strategy for facilitating the achievement of the priority.

One such focus is outlined in a publication titled *The Future is Now: A Design for Instructional Competency in the Grossmont Union High School District*. The document presents a plan for expanding the use of computers in the instructional program offered at all district schools over the next five years. Technology is viewed as a means to extend the capabilities of teachers, students and all who are involved in the educational process. Technology is not seen as an end in itself.

The proposal (vision) explained by the document is not simply idle conversation. A budget of more than $7.5 million is suggested for use between 1989-90 and 1993-94. Three of the major items in the budget summary include:

- Electronic Teaching Stations - $1.66 million
- Multi-purpose Resource Labs - $1.14 million
- Local School Computer Specialists - $1.5 million

Additionally, more than $400,000 is proposed for an Instructional Computer Training Center, a factor too often over-looked in districts attempting to institutionalize the use of technology. As the report suggests, "...staff development for instructional uses of computers is likely to demand a far more diversified delivery system than has been employed for other training programs."

The use of technology in the Grossmont District is based on the assumption that the role of the teacher must change from the dispenser of information to that of a guide. A teacher-as-guide helps students learn how to acquire information and make sense of it. In the Grossmont Plan students learn how to exploit the advantages of technology rather than learn about the equipment—which some people describe as "computer literacy."

To perform the roles of learners and teachers effectively, participants must have access to the tools of the "information society," and learn to use those tools. According to the report, the following are essential elements of the Computer-Aided Comprehensive High School:

- The computer-aided classroom
- The network
- Multi-purpose computer labs
- Desktop publishing center
- Independent research centers
- Special purpose labs
- Computer studies labs
- Student services and guidance system
- School and district management systems

Summary

As a result of careful and deliberate study, the Grossmont Union High School District has put in place a strategic long range plan with appropriate corollary mechanisms. All of the efforts are designed to benefit students—as well as the service providers. If the plans are implemented effectively, all constituents should be able to transition smoothly into the 21st Century and beyond.

The model for excellence offered by leaders in the district is one which merits serious consideration for adoption by others concerned with the future of education.

Imperial County Department of Education

Agency

The Imperial County Department of Education is one of two county offices involved in the Consortium for Schools of the Future. The major futures' project initiated by the Imperial County Office is the Interagency Youth Council.

Although the Youth Council is in its embryonic stage of development, its attention on youth problems is vital. Focus for the Council evolves around issues such as:

- Comprehensive alcohol and drug prevention education
- Dropout prevention
- AIDS education
- Child abuse prevention
- Teen violence
- Recreation

The major purpose of the Council is to coordinate activities and resources for the benefit of young people in the valley.

The Youth Council illustrates what can happen in a community when various agencies work together to make maximum use of their resources. Rather than each agency functioning independently from each other, the Council assists in the effort to enhance communication and to reduce redundancy. Moreover, the Council serves as a forum to help representatives from the different agencies become aware of youth needs as well as to determine where the work of one agency might supplement the work of another agency.

Countywide effort

An interagency council such as the one developed in Imperial County requires a countywide cooperative effort. Arrangements must be made to find ways to help people in different agencies work together rather than to intrude on the other agencies' turf. This consideration is especially important when clients receive services from more than one agency.

One of the first products prepared by the Council is the booklet titled *Imperial County Services Resource Guide*. The product represents services in Brawley, Calexico, Calipatria, El Centro, Holtville, Imperial, Ocotillo, San Pasqual, Westmorland, Winterhaven and Yuma—in the United States—as well as Mexicali, located in Baja California, Mexico. In all, some 57 different agencies and organizations are represented in the booklet.

As one reviews the publication, it is clear that the different agencies represented vary their service approach. For example, several law enforcement groups are included in the Council listing. Additionally, there are government-sponsored groups as well as volunteer organizations, e.g., Alcoholics Anonymous, 4-H Clubs and a number of different church groups located in the county.

As can be seen from the representative groups, while the agencies provide different services the agencies also have some common threads running through their specific missions. Alcoholics and drug abusers, for instance, often have food and shelter needs—services which may be provided at the Salvation Army Corps Community Center. Moreover, Victory Outreach may provide religious-oriented drug and alcohol rehabilitation. When teenagers are involved with drugs, parent support is imperative. The Tough Love organization offers support groups for parents whose children are out of control. As a result of the Youth Council all of the agencies now have some sort of direct or indirect tie with each other. The chances of providing the user with more coordinated services is enhanced; more effective use of scarce resources is a possibility.

Early work

The Interagency Youth Council has just been formed. The sheriff, district attorney, the superior court judge in charge of juvenile court, the director of welfare, the assistant director of mental health and the county superintendent of schools provide coordinating leadership for the group of concerned and active people.

Perhaps three reasonably startling discoveries have come to the attention of those involved with the Council. First, while representatives from the different groups were cognizant of the fact that their clients had certain "experiences" with other organizations, the magnitude of the interaction wasn't realized until dialogue between the Council members began to take place. Prior to the organization of the Council, communication was, at best, informal.

Second, members of the Council began to realize there were a number of groups offering services, but there was little recognition so many agencies—public and private—were available for needy members of the community. Clearly, there were more services available than original estimates suggested.

Third, however, and perhaps the most significant finding for the Council members, was the growing list of data from the participating agencies that crisis—near epidemic—conditions existed. Everyone knew there were problems, but the magnitude of the problems was not realized.

In brief, drug and alcohol problems are monumental and the problems are not limited to just a few individuals. Individual users and their treatment is just the beginning of the horror story. Law enforcement agencies, indeed, were able to show a strong correlation between drug abuse, burglaries, battered wives and children and other related issues. Conceivably, members from the various service organizations were aware of their own clientle, but did not realize the seriousness of the situation until the members began hearing from each other.

One reason alcohol and drug abuse problems reach epidemic proportions is because parents fail to recognize signs of abuse until the problem gets far out of hand. Second, too many parents abuse drugs and alcohol. Providing treatment and rehabilitation is difficult, at best, when parents aren't available to help with the healing process. The problems are compounded when both the parents and the children abuse alcohol and/or drugs. Sometimes the task of treatment for all of the family members seems to be nearly overwhelming.

Considering the location of El Centro and other communities in the Imperial Valley, there is a need to coordinate services and resources—even across the border into Mexico. If the Council is able to eliminate the fragmented and what may appear to be a shotgun approach to services, resources on both sides of the International Border may be stretched.

Futures' project

The first major activity of the interagency council is the implementation of the Comprehensive Alcohol and Drug Prevention Education (CADPE) program. The project is funded through the County Office of Education by the Office of Criminal Justice Planning. Close scrutiny will be given to the project as there is definitely a need to reduce the number of isolated responses to needs. The project has terribly significant potential.

Perhaps one of the first suggestions regarding the concept of a Youth Council was made some years ago by former Secretary of Labor, Willard Wertz. At the time of his announcement about the concept, Wertz was not only the Secretary of Labor but also a member of the Carnegie Commission. Comission members were charged with studying the plight of the American High School and the students in the school. Apparently Wertz recognized the importance of combining the work of different groups and conceived a plan to bring the different agencies together in a positive working relationship.

Wertz also provided testimony to Congressional representatives regarding the importance of interagency cooperation and collaboration with the intent of gaining budgetary support for the idea. But prior to the time statutes were passed and money appropriated to field-test activities related to the plan, Wertz was out of office and his idea was never put to the test. Perhaps the Imperial Valley activity with initial focus on alcohol and drug prevention will put the concepts to practice in such a way that plans for the future may evolve from the pioneering efforts.

Obstacles

Obtaining interagency cooperation isn't always as easy as the sensibleness of the interface may suggest. And why not?

There may be four or five main reasons why collaboration is difficult.

First, each agency which provides services was established to meet a need. More likely than not, representatives who work for the different agencies—either public or private agencies—believed alternative groups either weren't performing the serviced demanded or the alternative groups weren't performing the services the way the assistance should have been performed. One reason why different small groups proliferate is because there is criticism of work done by other groups.

There is, for example, a general distrust which often gets in the way when collaboration is desirable between public and private groups. Often volunteers who work for private agencies believe those who work for the government or other public groups are concerned more about a job and about bureaucratic paperwork than about the needs of clients.Those who work for public groups sometimes believe private agency personnel tend to use unreliable or sometimes bizarre approaches to problems. Getting people from the two sectors to talk together is a challenge, even when their concerns, attentions and commitments are aimed at common clients and causes. At least theoretically, the Interagency Council may help to reduce the gap and the familiar rifts between public and private sector organizations.

Second, public agencies often compete for the same scarce resources—including dollars and trained personnel. These conditions sometimes also tend to cause interagency stress. Many public agencies, for instance, receive funds from government sources via rigorous application and proposal processes. Depending on where proposals are submitted, who reads the proposals, what criteria are used to assess proposals and so forth, there is a good chance some better-written proposals are in fact funded but more substantive proposals in reality are overlooked. This real world problem doesn't lend itself to positive thinking and working relationships—especially when people from one agency are convinced the "other" agency received money desperately needed to maintain and expand a "superior" program.

A third reason agencies have difficulty working with each other is because there is often a history of a leader from one group who has at one time pointed a finger of accusation at a leader from another organization. Finger pointing has the tendency to open wounds which are hard to heal. Bad blood between agency leaders gets in the way of cooperation.

Fourth, most successful organizations have strong leaders. Occasionally the strong leaders prefer to be large fish in their own small pond rather than small fish in a larger pond. When some leaders perceive they must work with other agencies, there is a tendency to believe at least some level of autonomy must be sacrificed—as well as an understanding action usually takes longer when more people are involved. Many leaders yearn for the opportunity to make decisions and to be responsible for their own decisions—rather than having to convince other people about what to do and then waiting for the democratic process to work.

Fortunately, the leaders and other participants associated with the Youth Council in Imperial Valley are attempting to circumvent the typical obstacles which prevent positive working relations between different agencies—and to demonstrate that while obstacles do exist, the obstacles can be overcome.

Indeed, one focus for the future depends on partnerships which can be established between schools and other agencies. The Valley test may be one example of an effective partnership, an example that might turn out to be worthy of replication in other parts of the state and country. The leaders in the project are motivated to make the cooperation and collaboration principles work.

Other efforts

The Imperial County Office of Education plays a unique role in its service work with school districts in the area. In many instances, the county office acts as a catalytic agent for initiating special projects. The county education efforts have resulted in a number of specific activities.

One important activity sponsored by the county was the traditional opening-of-school administrators' conference which called attention to the potential power of educational technology. For the conference, Bob Hughes from Boeing aircraft was the keynote speaker. Hughes is undoubtedly one of the most knowledgeable people in the country to study and be aware of newly developing electronic products and their applications for students and educators.

Another catalytic role was put into place when the county office sponsored a satellite teleconference that not only demonstrated the effective use of technology but also called attention to a current and lively topic, i.e., restructuring. Bill Honig, superintendent of public instruction, along with several ACSA Region 18 Consortium of Schools for the Future leaders—Bob Reeves, Poway Unified School District, and Bertha Pendelton, San Diego Unified School District—made presentations on restructuring topics and also responded to questions asked by conference participants. The satellite dish in place at the Imperial County Office was instrumental in helping to carry out the objectives of the teleconference.

According to Herb Farrar, the county superintendent, "Most of the districts in the county already had futures' activities underway before we really got involved in the ACSA program, but our participation in the effort has helped to get people thinking as a total group about the future." Not only have Valley teachers and administrators engaged in thinking about the future, but specific pilot efforts are already being attempted, especially in the areas of technology and programs which deal with the changing demographics of the communities.

Technology

Technological innovations sponsored by the county office include:

- Group Purchase Consortium—The ICOE has administered a group purchase program for Apple computers for the last four years. Inservice training is provided through the ICOE in software utilization and hands-on computer training.
- Migrant education has a van equipped with eight IIGS Apple computers. The van is utilized throughout the county with migrant students.
- The ICOE receives daily printouts of state and national information and legislation by a phone modem and computer through School Net, CLUE and Special Net services.
- The ICOE serves as the host location for most of the statewide teleconferences.

Language emphasis

The Imperial Valley has long been a geographical area in California where bilingual education, especially Spanish, is an important part of the program in most schools. Indeed, in some of the Valley schools more than 80 percent of the students are Hispanic. As might be expected, the percentage of Hispanic students is increasing. The Barbara Worth Middle School in Brawley, for instance, has a number of students enrolled who are attending school for the first time in their life. Children who enter school from Mexico, even if they attended schools, often have some language barriers to overcome. When the students have not been engaged in formal education prior to their enrollment at Barbara Worth, the challenges for both students and teachers are magnified.

Not only do students learn English, but the ICOE offers Spanish programs for teachers and administrators—to assist with the oral communication so necessary between students and educators. Two of the ICOE sponsored programs include:

- Spanish Instruction—The ICOE through the Bilingual Program offers Spanish Instruction each Tuesday and Thursday afternoon from 4 to 6 p.m. for 22 weeks. Sixty-five teachers and administrators participate in the program (1989-90).
- Summer Spanish Immersion Program—For the past 4 years the ICOE has offered a four week Spanish Immersion Program in Ensenada, Baja California. The program is in cooperation with La

Universidad Autonoma de Baja California and utilizes instructors from Mexico. About 35 teachers attend each year and show at least one year of growth in their oral Spanish level as measured by the Foreign Services Inventory.

A beginning

Clearly the Imperial Valley County Office of Education is field testing pilot projects which aim at three of the six futures' strands identified by the Consortium of Schools for the Future. There is much yet to be done, but the pilot tests seem to be functioning well at this stage in their evolution.

Lakeside's Home Study Alternative

Parents as friends

As the name of this case study implies, the Home Study program is one whereby students are taught at home—by their parents. One unique feature of the Lakeside program is the attitude on the part of the district's educators that parents who wish to educate their children at home are not the "enemy." Rather than an adversarial relationship between the home and the school, a cooperative and supportive environment is nurtured. The attitude with which people approach the Home Study program may be the most crucial variable to help make the program successful.

Importance

Why is the Home Study program worth analysis by educators?

The Home Study program offers one alternative for adjusting to current trends which may affect the future of education. Here are some of those trends:

- Selected school districts will be hard-pressed to provide facilities for their growing number of students. Limited classrooms probably mean higher student/teacher ratios, a condition which results in less time for individual attention.
- Pressures to offer "choice" to parents and students for schooling will increase over the next years.
- Difficulty in obtaining qualified teachers will increase, especially at some grade levels and for specific subjects—such as mathematics and science.
- Fiscal resources for school districts will remain limited, at least in the eyes of most educators.
- Traditional family units (wife, husband and 2.2 children) will continue to decline (an assumption here is the intact family is a desirable feature in the U.S. society).
- The number of educators and others entering the world of retirement will increase. Many people will seek part-time work that is personally satisfying.
- With greater percentages of people at the retirement level, demands for quality health care services will increase. Funds for the services are limited.

The preceding projections are generally accepted as "probable" by most futurists. But how do the projections relate to the Home Study program?

Facilities

If all 70 of the Lakeside Home Study students occupied a seat in a classroom, 2 1/2 complete classrooms and 2 1/2 teachers would be required for services. The current program is located in a "portable" trailer. One resource teacher, along with the parents, direct and implement the program. Considerable cost-savings are possible via facility, maintenance and instructional modifications. If every school district similar in size to Lakeside enrolled 70 students in a Home Study program, significant savings could be achieved in a state with as many students as California.

Choice

Some parents, for a variety of reasons, elect to teach their children at home—a practice protected and authorized by law in many states (including California). Although many parents teach students at home for religious purposes, other parents truly believe they are better teachers (especially when the parents have previously taught school) than the regular classroom teacher who is responsible for 30+ students. There are also parents who school their children at home because of concerns about real or perceived lack of discipline at the local school, or because the parents prefer to extend the parent-child relationship into educational realms as a means to continue bonding.

Qualified teachers

Although there is still a decline in enrollment at the secondary level, more and more students are entering elementary schools. The recruitment, retention and rewards for qualified teachers are issues faced in most districts. Teaching, once one of the few attractive professions for women, is less attractive today in light of other fiscal opportunities in business and industry. Clearly, finding and keeping quality instructors will be an ongoing challenge. Making positive use of parents (and perhaps some retired people in the community) may help alleviate at least some demands.

The number of people available for the U.S. work force, in light of job opportunities, is diminishing rapidly. Many businesses are already competing with each other via salaries and fringe benefit packages offered to new employees. The entry-level pay of teachers has improved but there is still considerable difference between what is offered by many businesses and what is offered to college graduates in the field of education. Few teachers ever expected to become wealthy as a result of the traditional salary structure, but more and more people, people similar to those who at one time elected education as a profession, are now choosing other ways to make their mark in life. At a time when there is a decline in the total work force, the availability of qualified teachers seems to be approaching the critical stage—at least in some parts of the country.

Not only is it difficult to bring people into the teaching ranks, but the number of people leaving the education profession is increasing. When people do leave the profession (either for other employment outside of education or for retirement) valuable resources for teaching are no longer available. Perhaps some retired people, though, might be willing to invest part of their "flex time" continuing to work with students. Indeed, many retired people will seek ways to help make society just a little better; they still retain the missionary zeal they originally brought to education. Few retired educators will totally remove themselves from education or from the joy of working with young people. Conceivably three or four retired people could gain significant satisfaction by committing part of their time to one or two youngsters enrolled in a Home Study program. At least theoretically, retired educators might augment or replace some "parents."

Fiscal resources

The U.S. society already has serious debt problems. Unfortunately since Americans "want it all" the demands for services continue to escalate, whether those services are for highways, police, education or health—and/or a variety of other things. Each service requires money. Since there is no infinite flow of money available for the services demanded and expected, priorities must be set. Decisions must be made about how the use of scarce fiscal resources will be distributed.

With all the calls for attention, there is little doubt educators will need to convince taxpayers the product is worth the investment. By some criteria critics believe outcomes don't match expenditures, even though no clear studies have shown precisely how much must be invested to provide a quality education. In an interview with *USA Today* (May 30, 1989), Secretary of Education Lauro Cavazos said, "By any measure you want to use, our educational system is not progressing. It's standing still. Our test scores have been flat for the last three years. There are 27 million illiterates in this nation and another 40 to 50 million people who can barely read at the fourth-grade level." If the Secretary paints a grim picture, others more critical of education see the system as hazardous to the health of the nation.

Many critics of education suggest the schooling establishment is and has been on the decline, comparing U.S. students with students in other countries. Some of the critics fail to realize the fact 16 out of every 100 students in United States were actually born in another country—making the task of schooling significantly more difficult than the task in a country such as Japan where the population is much more homogeneous. Regardless of problems faced by educators, the general populace (as well as selected educators) does not give public education very high grades on the proverbial report card.

People are reluctant to put more and more money into a questionable product. Many other service requests will be competing for dollars. Public schools will likely be strapped.

The Home Study program in Lakeside will not solve major fiscal requirements for schools. District representatives, however, estimate that each student generates approximately $3,000 and that $1,200 is used to implement the program. For each child a savings of $1,800 per youngster is realized. The difference is expended on other high-priority district projects. One project is an in-house suspension effort; another project is the Saturday detention program. At least theoretically, the Home Study program provides $84,000 to the district budget that might not otherwise be available. Other school districts could, perhaps, benefit from a similar program.

Family unit

Educators and others believe a strong family unit offers a desirable situation for youngsters. Parents who are supportive and who take the necessary time to be with their children may be more likely to offer a stable home environment, an environment relatively free from distress. Unfortunately, there has been an enormous decline in the percentage of children who are a part of an intact family unit. Today only 6 percent of the American families have a male breadwinner, a housewife who is not employed outside the home and school-age children at home.This represents a dramatic change over the past 30 years.

The family unit has also undergone other changes. In 1988, for instance, 143 out of every 1,000 females in San Diego County between the ages of 15 and 19 were pregnant. Most of the babies born as a result of these pregnancies are born to unwed mothers. Most of today's children are born to teenage mothers or to mothers who postpone their child-bearing until the late 20s or early 30s. Teenage mothers often have no husbands. The women in the latter category are typically a part of a two-earner, upwardly mobile couple—what some people describe as a yuppie household.

Some of the women in both groups defined here, however, have decided to educate their children at home. Perhaps the Home Study program offers some incentive for keeping the family together. The family can play and learn as a unit. One can build a case to support the idea that the more mature the couple, the greater the possibility a child will receive a quality education. There is no doubt that quality education can be offered at home. Indeed, there are cases on record where students who have been taught at home have gone to Harvard and other prestigious universities and have performed exceptionally well. Parents are nearly all children's first teachers.

This is not the place to expand on the question of how much training is required to be a teacher or to enter into a debate about how well parents can educate their own children. The fact is, some parents do quite well and others leave quite a bit to be desired—a somewhat similar situation, at least in kind if not in magnitude, to what we find in most schools.

Retired educators

Willis Harmon, futurist for the Stanford Research Institute in Menlo Park, California makes the cogent observation that people at any age in life need activities that are self-fulfilling, activities which contribute to the betterment of society.

Retired educators who have worked with young people for 30 or more years may enjoy fishing, traveling, doing crafts and attending to the 1,001 things they have never tried before—but many will also miss working with young people. Retired educators, on "flex time" may prove to be ideal candidates for home study instructors.

While the Home Study program in Lakeside relies on parents as teachers, perhaps the program can be modified in such a way that retired volunteers might work with students on a regular basis—the same way volunteers work in hospitals or at the local bloodmobile. Conceivably some retired teachers who worked with 30+ students at the elementary level or 150+ at the secondary level might be impressed with their own skills when having the opportunity to work one-on-one with a motivated student. The result could be satisfying to both the student and the adult.

If volunteers did work with students, class sizes in the regular school might be reduced somewhat. Consider, too, the possibility specific parents might want their children taught by other friends or two or three retired educators who reside in the neighborhood. Could the students receive greater personal attention and a higher level of schooling, or would the proliferation of alternatives lead to chaos? Is a calculated risk sensible?

Current operations

This section is much too brief to explain completely the current Home Study program in the Lakeside district. More information, however, is available by contacting district representatives.

In essence, however, the Lakeside district makes it possible for parents to educate their youngsters at home through a contract agreement.The contract spells out responsibilities for both the parents and the district.

Parents agree to keep track of the time students invest in schooling, to use the district course of study, and to meet a minimum of four times per year with a designated district resource person. (The number of interactions, in reality, usually exceeds the expectations in the contract.)

The district agrees to provide textbooks, course objectives and supplementary materials. The resource teacher, in addition, administers the district-selected, standardized achievement tests to participating pupils. Located at the home-school office within the district are two computers as well as VCR/TV resources that are made available to the students. Although students are also issued library cards for their neighborhood school, this service isn't used very often—use, as might be expected, varies by individual and family. Finally, the district employs several consultants— a retired art consultant to provide drawing workshops, a home/school mother who provides computer workshops and other specialized consultants for science workshops or tide-pool explorations.

As part of the contract, both the parents and the district are expected to follow the guidelines for Home Study promulgated by the California Department of Education. A complete manual which explains the relationship between the home and the school is currently available from the Ventura County Office of Education. The fact is, procedures to implement the Home Study program already are developed and ready for use by any district. Many district representatives either do not take advantage of the opportunity available or have not considered how the program might assist in the resolution of current and/or future problems.

Problems

As with any program, Lakeside has found it necessary to resolve problems created by several bugs in the system. Some parents, for instance, simply aren't very capable when it comes to teaching. Lakeside has found unobtrusive techniques for screening out the obviously inadequate home/school parent. Additionally, because of certain contract conditions some parents have screened themselves out of the program. According to the district resource teacher, after one week a particular parent said, "This is too hard," and put the student back in school.

Another problem which has been overcome is related to paperwork requirements parents must complete. Early on in the program district representatives noticed some parents were a little nonchalant about turning in time verifications. Or the verifications were late. This problem, for the most part, has been alleviated by allowing parents to call in the information on the telephone and then leave a message which is recorded.

Home Study students are expected to meet state educational requirements for time. As a side factor, district representatives are discovering students do meet the specific time requirements—but when students are taught at home any similarity between the home learning schedule and the school learning schedule is purely coincidental. School-based children are on site, typically, from 8:00 a.m. until 2:30 p.m. Home-based children may be involved on any given Monday from 7:00 a.m. until 9:30 p.m., not involved at all on Tuesday, and involved again on Thursday, Friday and Saturday from noon until 7:30 p.m.. The point is, the Home Study schedule is considerably more varied and flexible than the school-based program. There is a possibility the home-schooling schedule is really more consistent with how people learn than some of the arbitrarily set time schedules established in schools. At least some school schedules are determined more for the convenience of bus arrangements than for student learning.

Perhaps the biggest problem, a problem which to date has not been totally resolved, happens if and when parents leave the school district without turning in the $400 worth of textbooks and the teacher's editions loaned to the parents. Although most students turn up sooner or later in another district, as evidenced by requests for student records from the new districts, it is still difficult at times to get materials returned even when it is possible to track down the people with the goods. Perhaps some sort of security deposit could help reduce this unfortunate circumstance. On the other hand, some parents who take advantage of the program probably don't have money available to put into a security deposit.

Although socialization of children is often raised as an objection to home-schooling, the Lakeside experience demonstrates that students have an active social life apart from schooling. Students may participate in church, scouts, drama and other activities which help to meet the socialization needs.

Are there problems implementing the Home Study program? "Yes," though the problems are usually resolvable. Significantly, district representatives are quick to point out that many "anticipated problems" have never materialized. A positive attitude by district personnel seems to be a factor which should be taken into account by anyone contemplating a similar plan.

Summary

The Lakeside Home Study program, although in its embryonic stage of development, seems to offer an alternative model for addressing several future trends.The potential is powerful and worthy of careful consideration.

National City Elementary School District

Background

The National City Elementary School District is located a short drive south of the San Diego urban area. Many people who live in National City work somewhere else; a sizeable portion of the adult population is involved, one way or another, with the U. S. Navy. For the most part, the district serves a changing student population, a population where more than 55 percent of the students are transients. Many transients are new arrivals from Mexico and Asia. The magnitude of the transiency factor calls for creative solutions to problems associated with the issue.

In addition to the transiency factor, the student population is mixed in terms of cultures. Some 63 percent of the students are Hispanic, 17 percent are Asian, 13 percent are Caucasian and 7 percent are blacks. The demographic profile of the community continues to change. Not only is the minority population increasing, but the affluence of the district is declining.

More than 50 percent of the students come from single-parent families. Over seventy-five percent of the students take advantage of the free lunch program. Superintendent Gary Smith quite rightly describes National City as the Ellis Island of the West.

The district, however, is not simply an isolated little pocket of people in the South Bay area. Some 6,200 students are enrolled in grades K-6 at 10 different sites. National City in many ways represents a microcosm of the entire state as well as problems found in a variety of other districts. To suggest educators in National City have their hands full is a major understatement. The positive attitude of people in the district may be the important factor which has helped to make such a significant different.

Attitude

The attitude of nearly everyone in the district is positive and up-beat. People who work in the district realize they are confronted with fundamental challenges and most enjoy tackling those challenges. Rather than investing wasted energy lamenting their plight, the people go about their business in a systematic and productive fashion. In general, people in the district have harnessed the attitude that "if one isn't a part of the solution, one is part of the problem." Rather than hoping for a change in the student population (not a very likely proposition), staff members are willing to take the youngsters where they are and to work on problems as the problems are found. Moreover, data from the results of planned and creative efforts illustrate people in the district are successful in meeting their challenges. Success tends to breed success; therefore, staff members appear willing and able to address more than a usual number of important learning questions, questions which evolve around the family as well as the school.

Arguably, only a joint effort which includes the home, family and child will result in a match between student needs, effectively implemented programs and desired student outcomes. Educational leaders in National City are convinced learning requires a three-pronged attack—and they have a lot of support in this belief from other educators.

That is, unless students, parent(s) and the school all pull together, chances for success aren't too great. Each participant in the learning triangle has important responsibilities. When there is an omission of responsibilities by one person, a major gap in learning may be created.

The futures' programs initiated in the district reflect specific activities aimed at each participant in the triad. People in the district are discovering ways to overcome what others might perceive as horrendous problems. For the benefit of youngsters National City leaders have gone beyond the identification of problems; they have initiated action plans to meet the problems head-on.

As might be expected, an analysis of student achievement—conducted in the early 80s—illustrated the fact that students were considerably below grade level.

At least some of the action began because an analysis of data leaders found there was sufficient evidence in the district to cause concerned individuals to mount an aggressive plan of attack. What grew out of the analysis appears to be a positive blend of hi-tech, high-touch. In brief, people in the district decided to take advantage of new learning tools while taking care not to overlook the importance of humane sensitivity to all the individuals involved.

Mission

A primary mission for the people in the schools—as well as for others involved as teaching/learning participants—is to help each child to learn on his/her own. When this mission has been met satisfactorily, the child is ready for life; that is, even if certain jobs become obsolete, the student possesses necessary skills to learn new job requirements. Undoubtedly, some jobs are destined for oblivion. When one possesses the requisite skills for continued learning, one is generally assured of an opportunity to earn a living. When one possesses the learn-to-learn skills, he or she is in a much more powerful position than that of not being able to learn. A strong case can be built that suggests students who possess the learn-to-learn skills enhance their own self-esteem because they have a strong foundation for meeting their life challenges. Students feel more confident when they know they can adjust to new demands.

Since learn-to-learn skills are at the top of the district priorities, great care is taken to make every minute count. At many school sites there is general agreement among the staff that time for learning is nearly sacred, that scarce learning time should be free from extraneous interruptions. "Time on task" means students and teachers make the best use of time when they are in school, and that what is done during the carefully guarded time is worth doing.

The "time on task" concept isn't especially new. But there is a strong probability that the application of the principle in National City exceeds what is found in some other districts around the state of California. Of special significance in National City is the fact educators do what they say they believe is important. Observers to the district do not find a major gap between rhetoric and practice.

Apparently the decision to guard time carefully grew out of a review of the Beginning Teacher Education Studies (BTES) in California, which found students at the 5th grade level invested as much as 22 percent of the school day in "transition" activities, i.e., going from one place to another. According to the studies, students in some schools were constantly in the process of moving from one teacher to another teacher or from one part of the classroom to another part of the classroom—either way, nearly one-fifth of the school day was lost to "movement."

In schools with a rather large cadre of specialists, there usually is a good possibility students will be pulled out of one class to work with a special teacher in another classroom. And, when there is a large number of minority students in a school, chances are there will also be a relatively large number of specialists. Unless there is close communication between the regular classroom teacher and the specialist, the child may not only lose time going from one place to another, but the youngster may also receive confusing information from the two authorities. Too often the regular teacher and the specialist are unaware of what the other is doing. Staff members in the National City district have given considerable attention to the appropriate use of time—both at school and at home—and the attention has made a difference.

Following up on the time factor, the district staff development program aids in helping teachers also consider both "how" and "what" to teach. Because continued professional development for teachers and administrators is considered an important part of the district operation, a Professional Development Center has been opened. All members of the instructional team (teachers and administrators) can expect to be engaged in staff development activities, consistent with the district priorities, during the course of the year. A commitment to continued staff development appears especially relevant in light of the innovative programs within the district, the special demands of the student population and the importance of technology in support of the learning process. Most people need new skills when new programs are implemented.

Technology

To many educators, internationally, National City is considered one of the shining examples of how technology can be put to effective use in a school district. Clearly, many people in other districts look to National City as a beacon light illustrating the technological wave of the future.

In 1983 district decision makers opted to aim the use of technology at one of the fundamental skills needed for continued learning, reading. A big step toward the use of technology for instructional purposes was taken. Reading labs were installed at each of the school sites. Naturally, when the labs were installed, staff members had to learn to use the new tools—and to look for evidence that the labs helped to improve student achievement. Through a combination of improved teacher delivery, an alignment of the curriculum and the appropriate use of technology, student achievement has continued to improve over the past seven years. Even while district challenges have mounted, test scores have continued to improve. People in the district are rightfully proud of their progress. They are not so smug, though, that they are willing to rest on their laurels.

Perhaps because of early success with technology, district leaders have continued to search for state-of-the-art technology and to adopt the best of the best for use in the school district.

Equipment and software representatives often call on the National City leaders for ideas and advice. Since the district people were early pioneers with a variety of mathematics, reading and science software (MIMS, RIMS, SIMS, respectively), their collective experience is invaluable to commercial developers. Insights of the National City people appear to be especially important because few software packages are developed solely for implementation in schools. Most software is developed first for business applications and then modified for school use. Adaptations of technology systems are important for both commercial agencies as well as for schools, especially when cost-effective issues are taken into account.

National City has experimented with several computer networks and software systems. Currently they use a program which diagnoses student needs and then places students at appropriate levels. Through the software it is possible to provide an individualized program for every student in every subject. Rather than technology replacing teachers—apparently a fear sometimes expressed by teachers—the computer system serves as one more significant tool in the learning process. And the system provides more than drill and practice opportunities. Special efforts have been made to identify and utilize software which aims at the higher level thinking skills.

While the computer technology is used effectively and efficiently for instructional purposes, there is now a movement to put all business functions into a computerized network. The target goal for this activity is scheduled over a five-year period. (The five-year guideline illustrates adherence to long range planning.)

Leaders in the district are now investigating the potential use of fibre optic networks which will allow for instant communication into and out of every classroom. Perhaps the ideal system is one which will "stand alone" or will be linked with a central system on demand. Thanks to past experiences, people in the district are aware of their needs as well as system capabilities and are allowed, therefore, to explore a number of different options. If people in the district did not possess knowledge and understanding from past experiences, they would likely be at the mercy of salespeople who claim they have an answer for all problems.

One major finding from the experiences district people have had with technology is a recognition that electronic tools, including the computer, appear to be important stimuli for student motivation. For some reason or other, some students appear to be much more tuned in to the electronic tool than into other forms of instruction.

The computer appears to serve as a stimulus for motivating students because the youngsters, when working at computer stations, are always engaged in hands-on activities. Software is written in such a way that colorful graphics, interesting presentations and comfortable pacing help to keep students actively involved in the learning process. Involvement, obviously, is a major principle of learning.

When directed, the student must respond to computer directions. Otherwise the program does not move ahead in the learning sequence. In many ways a computer may offer a more individually paced lesson than a teacher. A teacher with a classroom of 25 - 30 students must keep a lesson moving, often at the expense of some students who, for one reason or another, aren't always on the same task as that directed by the teacher.

Certainly there are a number of computer networks which allow students to work on mathematics and reading activities. Of special importance in the National City design, however, is the opportunity for students to be involved with simulated science experiments, without the use of assorted chemicals. The computer system has helped overcome at least four significant problems—problems which are not limited solely to National City.

The problems resolved relate to factors such as: (1) quality of science curriculum, (2) lack of science equipment, (3) shortage of knowledgeable teachers, and (4) lack of adequate space.

Although people in a school district, using the California Curriculum Standards as guides, can put together courses of study for a quality science program, the development of a curriculum guide or course of study does not assure the principles in the guide will be followed. Too often curriculum guides are ignored.

When the software program is used for science instruction, the classroom teacher serves as a facilitator. Since elementary teachers are expected to be experts on up to eleven elementary subjects, chances are one or more of the subjects receives less attention than other subjects, especially when the teacher feels greater competence in a particular discipline. Dave Berliner, researcher from the University of Arizona, found in one study that the amount of science education offered by teachers varied significantly within the same school—from seven minutes to 32 minutes per day. The amount of time was usually dependent on the competency the teacher felt when teaching the science curriculum.

The science computer program offers a sound educational format which helps to cut down on teacher preparation time. With the software, the teacher is assured students receive quality instruction. The teacher is able to work smarter, not harder.

Because science experiments are simulated, the teacher does not have to spend scarce time rounding up materials students need when conducting "live" experiments. Too many teachers have been disappointed and frustrated to learn that when they are about to demonstrate an experiment they can't find some of the ingredients necessary to carry out the learning episode. After a series of frustrations, there is a tendency for people to give up "hands-on experiments" as a bad idea. The simulated option is definitely viable for students and teachers in the National School district.

Perhaps the biggest advantage to the school district comes in the area of cost-effectiveness. That is, typically when school districts put an emphasis on science (at the elementary level), packaged programs are purchased—such as: *Man: A Course of Study, Science: A Process Approach*, or *Elementary School Science (ESS)*. Not only is equipping an entire district relatively expensive, but without effective staff development there is a pretty good chance a district will have some teachers figure out ways to avoid using the ideas and materials in the packages. (Nearly every educator at one time or another has been in a school where science packages have been purchased but not used. The boxes of materials sit gathering dust in the back of the classroom. The boxes haven't been opened. Unopened science kits don't contribute very much to cost-effective efforts.)

Another option, of course, is to set up a specific science room with a science specialist who works with youngsters on a round-robin basis. Setting up a science laboratory and equipping a specific facility which allows a science specialist (sometimes it is difficult to hire a science specialist at the elementary school level) to work with students can turn into a relatively expensive proposition, especially considering the fact students are pulled out of their regular class for science instruction. Often students are able to meet only a couple of times per week with the science specialist. The special program tends to be a little fragmented—depending on the size of the school and the scheduling pattern adopted by people at the school.

Although most educators usually prefer an elementary school science program where there is a preponderance of hands-on activities, when all factors are considered the computer program holds merit, especially when there is good software and the terminals are already used for other purposes, e.g., mathematics and language arts.

With the National City science software, students are able to work in groups of 4 or 5. This cooperative learning arrangement is one example of the hi-tech/hi-touch process. At the same time advantages of technology are exploited, students learn to work together as members of a team, helping each other. Most educators believe the goal of learning to get along with others, to help others, is a valuable mission for the schools.

Family

As indicated earlier, leaders in the district know from experience students have a greater capacity for learning when parents are involved, when parents support the educational process. For this reason, a number of efforts are underway in the district to obtain and continue positive parent assistance.

Expanding on the ideas borrowed from a program in Missouri, people in the district now have an early childhood program—"Parents as Teachers"—which actually begins before a child is born. Prospective parents are encouraged to participate in the district program—and many do—to learn about child rearing and what parents can do at home to help their children be successful in school.

Those who teach the class to prospective parents meet on a monthly basis both before and after the child is born. One question which normally comes to mind has to do with how the district finds out a family is expecting to have a child. There is a joke in the district about a "star in the east" as a sign, but the real answer likely has more to do with positive communication channels that have been opened with parents—word-of-mouth communication which goes on once prospective parents have participated in the program—than any star. When parents find a program useful, they tend to pass along the merits of the program to other people with whom they are familiar.

Parents are presented with a pair of knitted booties when the course on parenting is completed. To date the program appears to be quite beneficial to the parents and to the young child. Most people agree the training program for parents makes sense—especially, perhaps, for parents having their first child. Parents, as a matter of fact, are the child's first teachers, a truism sometimes overlooked. Behaviors learned at home in the early formative years are usually not dropped or stopped at the school house door.

Additionally, the district has initiated an extended-day kindergarten program. If space in the district facilities permitted, this program would be expanded. Unfortunately, at the present time the district cannot accommodate all the requests for service. Certainly the extended-day kindergarten concept is consistent with the latchkey program currently housed at three different sites in the school district. This program, too, is one where demand outstrips available facilities. Because of the large number of single-parent families and/or working parents the need for child-care is quite substantial.

Information is still being gathered regarding the effectiveness of those programs which focus attention on the family. According to Gary Smith, National City Superintendent, "We have noticed important outcomes in at least three areas. There has been a reduction in the number of child abuse cases we have reported. The parents have expressed a very positive attitude about the district and how the home and school can work together. And, finally, we are noticing that the students are coming to us with a better preparation for their academic learning. We are so enthusiastic about the results we are seeing, we hope to expand the programs to more of the younger, pre-school children." Smith's analysis indicates many of the costs for implementing the various programs are worth the investment—and there is evidence to support the activities.

Indeed, most educators would be extremely gratified with any one of the outcomes cited by Smith.

Summary

The brief overview here covering some of the National City programs for the future is far too crisp to feature all aspects of the district's strategic plan. Those interested in further elaboration may wish to obtain a 17-minute video tape prepared by people in the school district. The tape captures, through pictures and a supporting script, more of the district happenings than those documented in this case study.

Not only have people in the district struggled to contend with current problems, but they have given thought to future trends and have, as a result, initiated programs to meet some of the more dominant projections.

Essentially they have placed priority emphases on the family, the vital use of technology and on the development of appropriate curricula—including a four-pronged bilingual program. All three of these efforts combine to help meet the challenges of pressing needs.

Fortunately, people in the district have been able to see tangible results from the investment of their time, energy and creative talents. Educators in some districts find that problems are so overwhelming that no matter what they do, nothing seems to make an appreciable difference. Tangible outcomes in National City, however, are recognized via positive attitudes expressed by parents, by improved student achievement on standard measures and by acknowledgement from international authorities that the district, indeed, is on the cutting edge.

Point Loma Nazarene College

The Challenge

Perhaps the greatest challenge of freedom is obtaining responsibility for actions from citizens in the community. Making responsible decisions which result in responsible action is generally based on the values and ethics possessed by the people. Clearly, the school's agenda for the future will need to focus, at least partially, on the values and ethics nurtured in the learning environment.

Since educators frequently serve as role models for young people, often playing a more important part in influencing a child's life than parents, the values and ethics of teachers in the classroom are exceedingly important. Interestingly, many teachers of teachers invest considerable time and energy in methodological courses on topics related to instructional strategies. Values and ethics do not appear to receive appropriate attention.

Inattention to the topic of values is one reason faculty members at Point Loma Nazarene College are addressing the subject as a major part of their involvement in the ACSA Region 18 Consortium for Schools of the Future.

As many educators know, the subject is terribly complex, perhaps one reason why it is avoided. Discussions of values often generate more questions than answers.

Questions

Point Loma representatives are attempting to help potential teachers gain personal answers to the following questions:

- What do you believe about education and its purposes in our society?
- How do you perform (behave) in school to accentuate your values and beliefs?
- What do you do when you inevitably run into conflicts between your personal values and the values found in the institution where you are employed?
- How do you protect the rights of other people who may possess values different from yours?

Today more than ever before answers to these and related concerns are viewed by many people as considerably more important than, for example, trying to determine how computers can be networked to provide enhanced student data, or determining how instructional television can be used as an interactive instrument for learning—cutting edge ideas at certain teacher training sites.

The truth is, teacher educators as well as instructional leaders at local sites need to consider technology as well as values, simultaneously. People in educational institutions do not have the luxury of dealing with each variable independently. The opportunity for "either/or" thinking has escaped. The values and ethics we transmit to our children define what kind of people we shall be.

Future trends and related values

Tremendous advancements, at least as perceived by most people, have been made in the fields of medicine and technology. Medicine and technology, in fact, have outstripped the ethics of the people who work in the specialized areas. Both fields of study have ethics committees hard at work striving to find answers to onerous questions. Perhaps the most serious point the committees are considering evolves around the values-laden question, "Even if we can, should we?"

Medical and scientific representatives tell us it is now possible to do things which were unthinkable even during the make-believe days of Buck Rogers. Today we can transplant several body organs; we can alter DNA; we can communicate riots live from Beijing; we can produce energy via nuclear fusion and/or fission and we can observe with interest the liberation (invasion) of Panama. The imperative question for these "advancements" and many more scientific and medical accomplishments is, "Even if it is possible to perform some of the more seemingly miraculous feats, should we?"

Naturally, the "If we can, should we?" question generates further questions. Who, for example, decides what should and should not be done? And what values and ethics do the ultimate decision makers hold? And where did the decision makers learn their values?

Consider a few examples. Current data suggest cocaine addicted babies, an increasing human tragedy, will cost per child some $500,000 to support over a sixty-five year period. Will some one or some group decide we can't afford to provide services to this innocent group of youngsters? Are we sufficiently wealthy as a nation to provide health services to both drug babies and to the ever-increasing number of highly dependent patients with AIDS? Who will decide we can or cannot make the commitments?

On top of these fiscal decisions for medical requirements, consider other future projections. In 1989 the nation's health costs were estimated at more than $600 billion. This amount is expected to double over the next decade—especially as the life-expectancy of people in our society is extended. (Some experts predict humans may live as long as 150 years by the middle of the next century.) Certainly, the costs of keeping seriously ill people alive is terribly expensive. Currently some $60 billion is spent annually for seriously ill people in the last six months of their lives. How long can the high rate of expenditures continue?

Even today state legislators are struggling to answer ethics and values questions, questions which will increase in magnitude and seriousness over time. In Oregon, for instance, illnesses have been prioritized according to a perceived set of cost-effective criteria. At least one person has died because his illness was not among those prioritized at the top of the list—even though the scientific and medical solutions to his problem were feasible. Other state politicians are considering elimination of services to babies with birth weights of less than two pounds as well as the elimination of transplants to patients over the age of 55. Not long ago the President of the United States vetoed a bill which would have allowed prospective mothers via rape or incest an abortion paid for by federal funds. The issues are both real and serious.

A recent article in a Chicago paper pointed out that 42.7 percent of the newborns in Detroit were exposed to drugs while in the womb of the mother. Even though the study was conducted at Hutzel Hospital in Detroit, a hospital that treats many patients from impoverished backgrounds, the results indicate a much more serious problem than was imagined. The problem is not only a medical problem but a societal problem. Children who get off to a bad start tend to have problems later in life. The babies in the study appeared to have lost the battle before they were born.

The National Institute on Drug Abuse estimates that as many as 10 percent of the pregnant women in the United States have used or are using cocaine. Some hospital officials in urban areas put the figure much higher.

According to Dr. Ira Chasnoff, a doctor who studied 228 babies exposed to drugs, "many of the children will end up in special education, or classes for the learning disabled." Toddlers exposed to cocaine in the womb are shorter, have smaller heads and are more likely to have learning handicaps than children who have not been exposed to drugs. School problems include a lack of concentration and an inability to accomplish tasks easily performed by other children.

What values and ethics are possessed by those who choose to use illegal drugs and/or those who choose to do something about the abuse of illegal drugs?

Drugs and medical expenses, however, aren't the only areas under consideration. Scientific discoveries in genetic research are astonishing. The control of genes is dramatized in a sequence featured in the film *Future Shock*. In the film a man and woman shop through a supermarket of genes to obtain those characteristics which they think are important for the child they expect to produce. Can we program into existence high I.Q.s, years of life-expectancy, body types, and perhaps even skin colors? If we can, should we?

Already scientists have been able to control the gene structure of lower order animals through a variety of processes. One such process is called cloning. It is now possible, for instance, to mate two frogs, controlling the genes in one so all frogs produced are exact replicas of the frog for which the genes were not controlled. Those working on this type of genetic study believe it is only a matter of time until the same process is possible with humans.

Cloning is only one technique for designing and/or structuring the human being; another avenue is genetic surgery. This technique adds, removes or substitutes genes to the initial design. In experiments with mice, scientists have added healthy new genes to defective cells; the new genes not only correct enzyme deficiencies in the old cells, but the new cells are duplicated when the healthy cells begin to divide. It is now possible, in principle, to remove defective cells from a human patient, to introduce new genes and to replace the "cured" cells in the patient. Conceivably, this technique may lead to the elimination of certain kinds of cancer.

Theoretically, genetic engineering (designer genes?) can also bring to this earth a mixture of man and animal heretofore found only in myths: the Minotaur, the Centaur and the Gorgons. Should it be possible to produce man-animal combinations, the six-million-dollar man could be around the corner. Person-machine combinations may also one day be possible.

Some evidence indicates an extra Y chromosome in a gene causes a predisposition toward aggressive behavior. If it becomes possible to remove or alter the Y chromosome, an individual's aggressive behavior may be reduced. Considering the tremendous increase in crime and violence in our country, perhaps this is one potential for removing or reducing some problems.

The prospect of eliminating physical disabilities and mental and criminal insanity through genetic engineering provides strong support for continued research. Should such alterations, if possible, be made?

Who decides if we should or should not have gene banks? Is it possible that we will need to have greater, centralized control by the government to protect individual freedoms? Are we willing to give up our freedom for more control?

Genetic engineering is on the brink of revolutionizing the traditional concepts of man, God and creation, at least according to Caryl Rivers' article in an issue of *Scientific Review*. The moral issues raised by genetic engineering are no longer speculative; they need to be faced as practical realities. Arguments on both sides of the issue are powerful. We can, on the one hand, argue for halting scientific investigations (even though science is too important to humankind to stop) or, on the other hand, we can permit discoveries to come as fast as possible (even though technology has already outpaced our wisdom). Hi-tech/hi-touch may be a slogan more than a reality.

Moral and value questions have divided the scientific communities. To help resolve the questions, scientists have established what is called the Institute of Society, Ethics and the Life Sciences. Rivers describes the debates at the Institute by using the analogy of two prisoners looking outside from inside a jail. When one looked outside she saw the mud; when the other looked outside she saw the stars. Either view is possible. If, as some people claim, military issues are too important to leave to the military and education is too important to leave to educators, it follows that many scientific processes are too important to leave solely to scientists.

When serving as a Senator, Walter Mondale proposed a 15-person presidential commission to spend two years looking into the moral problems posed by developments in the life sciences. The commission was approved by the Senate, but ran into a logjam in a House committee. Isaac Asimov, biochemist and science fiction writer, offers interesting counsel by suggesting we should intervene into scientific research if we have reasonable suspicion we can do so wisely. "If our choice is doing nothing or doing something without knowing, we should do nothing," says Asimov.

Human fertilization is another area where incredible findings have been discovered. Time was when the fertilization of a human ovum was looked upon as a miracle controlled by God (or a God-like power). An awesome event, the process scarcely understood by mortals. Much of the earlier awe is challenged today by scholars and medical experts. Methods have been developed to produce proxy mothers, either by creating artificial wombs outside the mother or by having a child conceived in one woman and then implanting the embryo into another woman. This process is usually done for women who have difficulty conceiving.

Pope John XXIII identified the religious implications of this work for the Catholic Church when he spoke out against the work of Dr. Daniel Petrucci. Working at the University of Bologna in 1961, the doctor fertilized an egg outside the body and the embryo lived for twenty-nine days. The Pope did not believe the doctor was working in an appropriate area of study.

On one side of the issue are those who believe the reproductive process should be willed, chosen, purposeful and controlled—and they argue that while coital reproduction may be more fun, there should be a clear distinction between baby-making and love-making. These individuals argue that both practices become more human when they are not left to chance. Conception by chance, viewed from both a humanistic and moralistic perspective, is seen as genetic roulette.

A counter argument is made by Leon Kass, the former executive director of the Committee on the Life Sciences and Social Policy for the National Academy of Sciences. He suggests one can purchase quality control of the product only by depersonalization of the process, and this depersonalization removes the mystery of nature that joins the pleasure of sex, the communication of love, and the desire for children in the chain of events which promote human existence. Neither argument has as yet been discredited, and most scientists seem to use the amber light; they proceed with caution.

Indeed, scientific researchers evidently have been on the verge of remarkable discoveries only to have their consciences cause them to draw back. Two such studies were terminated recently at Stanford University—one having to do with work on the life-giving process of DNA and the other on an artificial embryo reproductive model. The researchers said, "enough." One can imagine, though, that others will pick up—sooner or later—where the former individuals stopped.

George Wald, a Nobel Laureate from Harvard, has spoken out on a wide range of social issues; he predicts we will soon have to choose whether we want our technology to give us more reliable, efficient and convenient people, or whether we want to keep our freedom and individuality.

But it isn't necessary to explore the scientific world to ask, "If we can, should we?" Even though it is possible for television producers to demonstrate violence on television, should we? According to a study published by Teachers College Press at Columbia, violence on television aimed at children is changing the way kids play. Researchers found an average of 83 violent acts per hour and an attempted murder every 30 seconds in one of the most popular children's programs, "The Transformers."

Some child development experts tell us children influenced by negative television cannot distinguish between pretending to hurt someone and actually hurting them. Moreover, when some children do hurt another child, they either do not realize it or resist taking responsibility for the action.

More examples aren't necessary, but one need not stretch the imagination too far to realize decision makers:

- are in a position, presently, of making life and death decisions;
- base their decisions on personal as well as professional and political perceptions; and
- are placed in a lose/lose position, i.e., no matter what the decision—even if there is no decision at all—the result is interpreted as "wrong" by someone.

Expansion of issues

Medical costs are used here as one example of the many dilemmas faced by people in our society; there are numerous other ethical and values considerations. To abort a fetus or not to abort a fetus is a current matter that is producing much more heat than illumination. Capital punishment, not a new issue, is demanding a fresh look. Protection of the environment, energy, the growing gap between the affluent and the poor, immigration and illegal aliens, public and private education, credibility of policy makers and a host of related issues cry out for attention.

Perhaps one finds no better example of the need for values and ethics than what is highlighted on the front page of nearly every large city newspaper, nearly every day. On one day, (May 26, 1989) news stories appeared regarding twelve politicians who were in major difficulty over ethical matters. One need not run all the way to Washington, Sacramento or Los Angeles, however, to find politicians in trouble over ethical issues. San Diego, for example, had a mayor convicted of incorrectly reporting campaign expenditures; a city council member used city credit cards for personal use—and on and on.

If adults are supposed to be role models for the youth of our nation, then some of our so-called leaders accept their responsibility in strange and confusing ways. Pete Rose may not be a politician, but he let a lot of people down (including himself) when his scandal broke. Some people believe it doesn't pay to have heroes.

Not only have politicians and celebrities been found guilty, but observers usually see and hear a scenario which goes something like this (following a news "leak" reported in the media):

- "I'll prove that I can clear my record. I'm outraged that the media are after me."
- "I didn't do anything wrong, but I'll resign to prevent further disharmony."
- "I did what I did because my heart was in the right place, not because of any plan for wrong-doing."

This script is used by people such as Nixon and Hedgecock as well as the meter maid who pockets an occasional nickel or two from the parking machines. Not only do some guilty politicians refuse to acknowledge wrong-doing, but others in society shrug off the misadventures with the comment, "Why is everyone getting excited? They all do that; our good ol' boy just happened to get caught."

Joe Scott, a syndicated columnist, wrote an article recently for the editorial page of the *San Diego Union* which has a bearing on the discussion here. Scott, after recalling Watergate, Iran-Contra and the Pentagon scandals—before the HUD mess even surfaced—pointed to a question Bill Moyers asked: "What does it say when we don't grow angry over this banality and stupidity in high places?"

Where is the outrage? Why don't people get excited? According to historian Barbara Tuchman, "We have lost a respect for serious, honest conduct." She said that the electorate is becoming accustomed to and almost satisfied with people in government who are either "venal or stupid." Sad but true?

Do our youngsters get the not-so-mixed message that everyone is a crook—from the President of the United States to the friendly "dealer" at the local park? Do our youth get the message that honesty and integrity are not important values? That, indeed, the most important thing is to avoid getting caught. Just recently another former president of the United States was found to have "stolen" several elections in Texas by having ballot boxes stuffed. Rather than concern, many people interviewed for the story gave the impression they admired Lyndon Johnson's cleverness. Sometimes it appears the notion of calculated risk, i.e., "I won't get caught"—whether cheating on income tax or smuggling aliens across the border—is more important than whether one does the "right" thing. Or, "If I do get caught, can I talk my way out of the jam?"

In fact, William Lutz, a lawyer, editor and associate professor of English at Rutgers University, wrote a new book which laments language that pretends to communicate but really doesn't. It is language that makes the bad seem good, the negative appear positive...language that avoids or shifts responsibility. The language which misleads and obfuscates the truth is what Lutz calls doublespeak.

A couple of doublespeak examples come from two of our recent presidents:

Jimmy Carter—Carter labeled the failure of a raid to free U.S. hostages in Tehran as an "incomplete success."

Ronald Reagan—Reagan both denied and admitted participation in an arms-for-hostages deal with Iran. "A few months ago I told the American people I did not trade arms for hostages. My heart and my best intentions still tell me that's true, but the facts and the evidence tell me it is not..."

Perhaps the most incredible fact is too many people seem to buy the bunk.

Lloyd Shearer, in the "Intelligence Report" section of *Parade Magazine*, cites additional examples of the doublespeak phenomenon. Politicians, public relations people and advertising agencies—among others—appear to think anything is acceptable or any problem can be covered by fast-talk doubletalk.

Certainly the public is beginning to doubt the honesty of many elected officials as well as other leaders, including church leaders. A book by Reverend Abernathy, for instance, has painted a less than favorable picture of Dr. Martin Luther King, Jr. on the evening the civil rights leader was killed. Response from the NAACP suggested Dr. Abernathy was ill when he wrote his memories of his best friend. The Bakkers and Jimmy Swaggert have earned their own reputations.

How bad is the credibility gap? In a recent California poll, only two percent of those questioned said they considered state and local politicians to be "extremely honest," while 53 percent said they were "somewhat honest" and 42 percent said they were "not too honest" or "not honest at all." How can a country survive if there is such a lack of credibility with our leaders?

The right thing

Evidently, one of the most difficult tasks for people in a free society is the challenge of deciding to do the "right" thing. Making decisions in a totalitarian state is no problem. The government decides what is right and wrong and reinforces its position by using whatever tanks are required. In police states, the concept of due process, (or what the Canadians call "natural justice") does not exist for those who dare to wonder if the government is correct on every issue. Dissidents don't last very long in public places. When the government provides all the answers, the will of the people, at least temporarily, is subjugated to the national ethos. Recent events, though, show people ultimately seek freedom. Citizens in both China and the Soviet Union seem to have a sense there are certain values more important than those promulgated by their governments. Courageous people put their lives on the line for what they believe. Interestingly, students are often at the front when revolutionary ideas are expressed. Student activism may be ignited both because the young people receive a quality education and because they have the time to ponder the real or perceived gaps between what "is" and what "should be."

Regardless of the right thing, there are advocates who posit the notion public schools should be value-free. The advocates believe school personnel should teach the 3 Rs and allow the home and the church to handle values and ethics. In the United States, unlike our Canadian neighbors, there is a very real separation between the church and the state. This separation exists, apparently, for two primary reasons: (1) church goers express concern that one church may become more influential than another if religion is taught in schools; (2) other people firmly believe education and religion are totally separate entities and each should remain isolated from the other.

The schools-as-value-free proponents claim there is no satisfactory set of national values around which the general public can rally; therefore, no values should be taught in school. Assuming this theory is accurate (at least a debatable assumption), the supporters may fail to realize teachers still communicate values in a variety of subtle but forceful ways, e.g., by the choices teachers make when calling on students in class, by the way grades are assigned to homework, by the children who are touched and not touched (clean children are touched more frequently than unscrubbed children), by awards presented at school assemblies, and so forth. Making students feel like second-class citizens because they are different—physically or mentally handicapped, extra tall or extra wide, poor, non-English speaking—often is a result of a particular value orientation by those who toil in the classrooms. No environment (with the exception, perhaps, of the therapist's couch) is value free.

And, some educators' values may not be particularly subtle, at least according to a study conducted by Dana Dunn, a sociologist at the University of Texas-Arlington. According to her study, 26 percent of the teachers responded "definitely true" to a question on a survey which asked, "Are some races of people more intelligent than others?" Dunn concluded that more than a few teachers are prejudiced and that the prejudice may not be concealed in the classroom.

The Point Loma teachers of teachers do have significant work in front of them; they are not likely to quickly cut the Gordian Knot.

What values?

Because this chapter is both about a school's mission and about pioneering work by the faculty at Point Loma, the Nazarenes are used as the point of reference in the context of the article. But the Nazarenes aren't the only ones involved in the preparation of future teachers. To some observers, church affiliated schools may appear too narrow in their values' perspectives; state schools which prepare teachers may appear either too broad or too vague when values are considered. Is there any way to resolve the conflict between the "too narrow" and "too vague" perspectives? Is there any such thing as the "right" set of values/ethics?

Here is one set to ponder:

- The value of time.
- The success of perseverance.
- The dignity of simplicity.
- The worth of character.
- The power of kindness.
- The obligation of duty.
- The influence of example.
- The wisdom of economy.
- The virtue of patience.

Is it possible to obtain a reasonable consensus of opinion that the values represented above can/should be the targets for instruction in schools? Is the list simply another dogmatic set of statements? For example, is the value, "The obligation of duty," an acceptable principle? Were the soldiers in China obligated by duty to massacre students in the Tiananmen Square? Or, how about the National Guard at Kent State?

Even if values are desirable, can they be taught? If so, how? Ultimately, especially in these days of accountability, the public (taxpayers) will want to know if some test can be administered to assess whether students, as a result of instruction, develop "a respect for simplicity." I can already hear the hue and cry. Can respect be measured? If not, is it possible to ascertain whether the objective has been taught and/or learned? If taxpayers aren't certain that outcomes result from action, will money be put into values programs?

Anyone concerned about values and ethics will probably need to wrestle with at least these questions: What evidence will you accept that values have been taught or learned? Is it possible to convince anyone else that the evidence is valid?

Because these are such difficult questions, there may be a temptation to accept as a *fait accompli* simply having students sit through ethical/values lectures and discussions. People with memories that stretch back a couple of decades may recognize some similarity between the "talk" format here and the "rap" of the flower children. The lecture approach to values education may be appropriate for church, but the strategy doesn't seem especially appealing for the classroom.

The listen/discuss strategy is not too far-fetched; in fact, it is the typical format in most schools. After all, students typically aren't expected to apply (a la Bloom's Taxonomy) very much of what is talked about in schools. Students, for example, read about the principles of democracy, but aren't asked very often to participate in controversial issues which take place within the school or within a community. Indeed, even when granted an opportunity to vote at the age of 18, a majority of young people still don't. Apparently young adults either don't have the time, aren't informed about the issues, don't care about the issues, or have learned too well from their older role models (many older people don't vote either) not to get involved. For whatever reason, too few young people express themselves at the polls.

American high school students may protest where the prom is going to be held or what photographer will be commissioned to shoot the senior pictures, but few express themselves on topics such as nuclear power plants, off-shore drilling, or the number of medium-sized missiles activated along the border between East and West Germany.

Is it possible U.S. students are void of values, that they don't accept the positive values demonstrated by some role models, don't care, or what? The answer to the preceding questions is a complex "yes."

ASCD has one answer

The Association for Supervision and Curriculum Development, an important international curriculum group (located in the Washington, D.C. area), recently organized a task force to review the values/ethics landscape. The committee came to the conclusion people who do not apply what they learn are morally immature. The morally mature person, according to the committee, is the individual who takes responsibility for his or her action. The committee members, in brief, offer these guiding principles as characteristics of morally mature people:

- Respect human dignity.
- Care about welfare of others.
- Integrate individual interests and social responsibility.
- Demonstrate integrity.
- Reflect on moral choices.
- Seek peaceful solutions to conflict.
- Understand and accept responsibility for his/her behavior.

In many ways, the rhetoric of the ASCD list is both similar and dissimilar to the earlier list. Perhaps there are fewer "fuzzy" terms in the ASCD list, but either set of values probably requires greater clarification.

ASCD rightfully suggests the morally mature person does more than answer multiple choice questions about hypothetical situations. The morally mature person acts on his/her principles and accepts responsibility for behavior.

Is acting on principle sufficient? Does the dope pusher and the stereotypical "used car" salesperson work on principle, i.e., let the buyer beware? Are there higher level principles than walking the narrow tight-rope represented by what "society" considers acceptable behavior on one side and unacceptable behavior on the other side? If both the Nazarene values and the state school values are unacceptable—values which may represent different positions along a continuum—what, if any, values are acceptable?

Is it possible that a positive relationship between the values of the school and the values of a particular group of citizens exists only when the people are free to select their own school? Is this type of selection similar to the selection process when people chose religious denominations? Does choice, by definition, produce segregation? Do selections that tend to separate people fly in the face of concepts which support a pluralistic society? The United States' ethos has long held that pluralism and diverse ideas are national virtues—although with the recent controversies over "English-only" debates, even the notions of diversity and pluralism may not be applauded as they once were.

Assuming a given group of people can agree on a common set of values, how are protections established to reduce the chance of those who have "gotten enlightenment" from forcing their opinions (values) on other people who are "misguided?" Is a procustean operation inevitable? Are there protections from do-gooders who wish to help others with "deviant" behaviors?

Here's one example of a values conflict which illustrates some of the preceding questions. At a recent school board meeting in a California-desert community, public involvement by members of the audience was hot and heavy. To one objective observer, the board meeting looked and sounded more like an episode of the television show "Geraldo" than a thoughtful and rational discussion by honorable people. The disharmony at the meeting came from the fact an 8th grade teacher had shown students a condom during a family education lesson. Many in the audience were livid, an emotion which frequently produces the worst behavior people have to offer. After five huge meetings on the sex education topic, wounds in the district may never heal. Neighbors are upset with neighbors. There is very little middle ground; people on both sides of the issue are convinced folks in the other camp are basically myopic and evil.

Is it any wonder, then, that some teachers do nearly anything to avoid issues which may be the least bit controversial? Considering the condition of many youth at this time in the history of our culture, a teacher is caught in a catch-22. Some teachers knowingly avoid questions which call into focus ethics and values discussions. Questions at the higher order level of thinking are ignored. The territory, many teachers believe, simply isn't safe.

Unless a teacher is reasonably convinced he/she will not be attacked, students may not have the opportunity to clarify their own thinking about important moral imperatives of today and tomorrow. Even the best of teachers are understandably cautious, they wonder when the sword of Damocles will drop. A teacher who is willing to open classroom discussion to moral/ethical issues allows him or herself to be placed in a vulnerable position. Most educators prefer halcyon days.

According to Bob Pyle, Superintendent of the Grossmont School District, there is still sufficient carry-over of negative attitudes about the touchy-feelie days of the '60s that school people avoid talking about values and ethics and couch important concepts inherent in the values and ethics issues in terms like character building, citizenship and so forth. This approach might well be wise counsel.

The higher education faculty at Point Loma, as well as teachers of teachers at other institutions, are hard-pressed to answer the "whose values?" question. The faculties, in fact, may come to the conclusion that values cannot be taught in a public school setting. Whatever conclusions they reach, other educators should applaud the efforts to attend to such demanding matters.

Decision making

If values/ethics cannot be taught (a disturbing thought), what can be done? Should the Point Loma faculty forget the entire subject? Should values/ethics be relegated to the position of "philosophy" as it is commonly taught in most teacher education courses? That is, philosophy traditionally is a study of past scholars, a study which generates lively discussion until the bell rings ending the class. So much for applying values/ethics! Student teachers may hear the names Plato, Mann, or Dewey. The students may also learn what these gentlemen believed. Any relationship to the values of these past scholars and carry-over to the classroom, however, is chancey at best.

If communities of people agree values/ethics are important but still can't agree on what, specifically, needs to be emphasized, is there any hope? Does any light shine at the end of the odyssey? As stated earlier, ASCD has developed a list of what its members consider the characteristics of a morally mature person. A close look at this list proves quite instructive. At least theoretically, a few people will likely agree in principle with all of the concepts; fewer people will accept only some of the values and relatively few people will reject the entire set. Moreover, certain people in each of the preceding three groups will vacillate their stances depending on specific circumstances.

Most people, for instance, favor solving problems peacefully. War and violence are two factors generally opposed. When Khomeni, Kadaffi, Noriega, Li Peng or some other questionable characters are mentioned, however, some people who normally voice opposition to violence begin to tremble, froth at the mouth and call for the CIA hit squad. The bombing mission in Libya, for example, seemed to be consistent with generally accepted public opinion immediately following the attack although national polls prior to the bombing suggested the U.S. populace was unwilling to send troops to combat in any part of the world.

The Panama situation is somewhat similar, it seems. Most people were opposed to the use of U.S. troops in Panama prior to the invasion. Immediately after the invasion, however, (even in light of the fact some U.S. soldiers were killed), there was nearly an 80 percent popular support for the action.

Or consider a recent survey in an eastern state where over 95 percent of the teenage students were opposed to rape. A majority of those same boys and girls also indicated in their responses that girls should expect to be made to submit to sexual advances if a girl has been drinking and goes to a boy's apartment. Is this apparent change in thinking an example of vacillation? Is the change a matter of inconsistent values? Is the attitude one which isn't supported by a thoughtful analysis on the part of the boys and girls? Does anyone have any idea where a value such as this came from? Did the value come from parents? The media? Peers? Personal experience? Even more importantly, if the value is unacceptable, can anything be done to correct the position the students expressed?

Proponents for values education argue that values can be both taught and lived. Others, not totally convinced, argue that people can be given information but no one can force (convince) another person to use the information. The old adage that it is possible to take the horse to the water, but it is impossible to make the horse drink, seems applicable. The smoking issue bolsters this argument. The rationale for the smoking circumstance goes something like this:

A few years back medical people convincingly discovered a clear relationship between smoking and lung cancer. As a result of the finding, war was declared on the tobacco industry.

Logical people were convinced that if only smokers and those thinking about smoking could be educated about the evils of smoking through a potent education program then the ghost of Sir Walter Raleigh would be put to rest. (Wrong!)

Television campaigns, the skull and crossbones on cigarette wrappers, warnings from the Heart and Cancer Associations, stern lectures from the U.S. Surgeon General, prohibition of smoking on airplanes and in other public places, and classes in schools haven't bothered the ghost very much. Not only do people still smoke, but they pay increased taxes for the privilege. Among women, the percentage of smokers is increasing rather than decreasing. (So much for information and logic.)

Essentially the same argument can be made about other controversies, e.g., drugs and teenage pregnancies. How much education is necessary to convince people some experiences aren't worth experiencing? Perhaps too many people confuse the idea that information equates with the concept of learning and internalizing. Is that the problem?

Information is only one element in the educative process; even more important is the will to act responsibly on important information. The question here, naturally, is whether or not it is possible to teach someone "the will to act responsibly." Information may be available to help the horse become thirsty, but the horse still must take the first sip—and in some instances, continue to sip. If information is insufficient, what options are left? Information, then, or at least an education appears to be a necessary prerequsite if only a prerequsite.

Is it possible that the best, the most, educators can do is present information, teach students a decision-making procedure and then get out of the way while students make their own choices? Are values and ethics too personal to be taught by a teacher and too personal to be learned by the masses? How much carry over to students is there when teachers "model" the values supported by the mission of the school?

People appear to make decisions without total regard, or any regards in some instances, to available information. There is little debate that legislation and laws are supposed to stop some people from doing those things the laws intend to prohibit. Unfortunately, people do not always follow the laws. Anyone who has driven on a California freeway knows automobile congestion is more likely to reduce the number of speeders than the laws against speeding or the 55 mph signs posted along the roadway. Even relatively large numbers of "Smokies don't seem to slow those who put the pedal to the metal. The laws serve as societal guidelines, at least theoretically. Perhaps some people realize they can arrive at their destinations faster if they drive with a hurry. Individuals chose to accept or reject the guidelines. Perhaps the best, then, educators can do is teach a decision-making process which clarifies the point that each person has a freedom of choice, and that individuals also are responsible for consequences resulting from each choice—responsible to themselves and to the general public.

Maybe a curriculum that teaches decision-making and problem solving is the best approach to the values/ethics mission.

Assuming decision-making curricula are important, what approach should be taken to teach the subject? Should decision making processes be a part of other curricula or should approaches to decision making consist of a separate subject? How can assurances be made that decision making processes have, indeed, been taught?

Certainly one of the better decision-making programs was developed some years ago by Mario Fantini and Gerald Weinstein at the University of Massachusetts. These researchers wrote a curriculum for decision-making called "Self-Science"—or the science of self. A basic premise of the curriculum is that students need to learn as much or more about themselves as they need to learn about the heavens and outer space. Indeed, inner space is considered by certain futurists as the next important frontier for exploration and discovery. In any case, the Self-Science authors field-tested their decision-making curriculum with students in elementary and secondary schools and obtained very positive results. Conclusions from both students and teachers where the field-testing took place were uniformly supportive.

A review of the curriculum suggests there are several elements in the Self-Science decision-making model which appear to be highly significant. For example, the process model holds that:

1. Every individual is responsible for his/her own decisions.
2. Every individual can change his/her own dysfunctional behaviors.
3. Every individual who makes a choice must accept the consequences of his/her choice.

Consequences

There are at least three levels of consequences governing behavior and decision making. One level is the consequence determined by law, based on the good of people in society. That is, an individual bases a choice of behavior on the possibility of facing legal sanctions.

Another level is based on personal considerations. That is, an individual may realize eating a McDonald's hamburger is legal, but may be a poor dietary choice considering the person's cholesterol level.

A third level is based on personal ethics and values. The choice of an individual to activate one behavior or another because of a belief in a given principle or a set of principles.

This simple categorization of consequences hardly explains the complex behavior of individuals. The human labyrinth is much more intricate. The categorizations, however, may assist those who wonder what can be done in schools to focus on ethics and values. The categorizations may offer handles for considering the ethics/values possibilities.

Summary

All too many plans of action fail to materialize because those laboring over the plans are unable to meet the challenges created by several obstacles. One such obstacle stems from the tendency of problem solvers to be overwhelmed by the complexity of an issue. Without doubt, the values/ethics issue is complex and at first blush appears overwhelming.

Where does one begin to make a difference? This is the same question which emerges when one enters some of the ghettos of our major urban cities, when one visits developing countries such as Mexico and the Philippines, and when one observes what at first glance appear to be insurmountable problems. How can we get a handle on the circumstances that seem to be jogging and shifting all the time?

One place to begin is to find out where there is "agreement," rather than where there is disagreement. At times it appears we invest enormous energy on concepts where we are apart rather than together. Or, we invest enormous energy on the past rather than noting the past is prologue and then moving on to the future.

A second obstacle comes from time constraints which prohibit concentrated attention to a subject. Perhaps because there is a lack of time, people tend to search for quick and simple solutions to very complex problems. Generally, complex problems require complex solutions. The values/ethics problem is not likely to be solved with a fancy slogan or a colorful logo. Discussion on the topic will be on-going. Many school people find it exceedingly difficult to find a way to slow down the daily events long enough to invest in "thinking." Not only are there very few "think tanks" integrated into most of our educational systems, but educators seldom have the luxury of time to consider what people from other think tanks propose.

A third obstacle comes from restrictions, real or perceived, regarding strategies to analyze problems. While the two initial obstacles may get in the way, this third obstacle is the most difficult to overcome. Hypothetically, the level of difficulty with this obstacle grows from the realization that not very much thought was given to the matter in the past. Even with substantial pressure to aim at the target of values and ethics today and in the future, skills for the people doing the analyzation are still needed.

Values and ethics are beginning to gain significant attention from teachers of teachers as well as from teachers and administrators who work with elementary and secondary students at local sites. This attention focuses on a forward-looking mission for the schools. The fact of the matter is, tomorrow's missions related to values and ethics should have been put in place yesterday.

Poway Unified School District

Leader

The Poway Unified School District has long held a position of educational leadership, a position of excellence. The earned reputation certainly extends beyond the boundaries of San Diego County. And one reason people in the district are recognized leaders is because of their ability to capitalize on good ideas and to make them work.

Often ideas implemented in the district aren't new; the Poway leaders, however, are able to modify efforts of others to make the new even better than the original. The new model has a distinctive Poway touch of class. The Professional Peer Assistance Program currently in operation in the district is one example of how an idea initiated somewhere else is modified to improve opportunities for students and teachers in the Poway district. Leaders in Poway are willing to learn from others.

The PPAP design is one which builds on the concept of peer evaluation. The concept installed and growing in the Poway district has a number of unique features, but in many ways the evaluation design is similar to pioneering efforts in Rochester and Toledo. In Rochester and Toledo, however, there were more "good intentions" than past practices to borrow. Poway, therefore, is a pioneer in its own right. As the people in the district learn more about the concepts in which they believe, they will share results with people in other school districts. Indeed, several other districts in California have already exploited the gains made by the people in Poway who took the initial risks. (Lompoc and the El Centro High School districts, for example, have developed variations off of the Poway theme.)

Building a base

Before proceeding with an overview on the highlights of the district's peer evaluation plan, it is instructive to note several actions taken within the district to build a base of support, support not only for peer evaluation but for excellence in everything undertaken.

Personnel in the district strive for excellence. A mission helps members on the Poway team clarify their targets for excellence. Striving for superiority turns out to be a rather hallow bit of rhetoric if goals aren't reasonably well in mind and considered frequently by people who implement programs.

Of special note in Poway are the "core values" which serve as targets for the mission. Specifically, core values include a commitment to these primary themes:

- All students learning.
- Competent and caring staff.
- Staff participation in decision making.
- Safe, orderly and attractive environment.
- Effective management of resources.
- Excellence in all we do.

Each core statement represents carefully chosen words, words picked with a purpose—often after considerable agony. That is, each value represents the collective thinking of people constructing the core value statements; the statements took time, discussion and debate. Not only are the core values committed to paper, but they serve as cornerstones in the district's decision making process. Each time a significant decision is made, the question is raised, "How will our decision on this issue impact the values we hold to be important?"

The limitation of space for this case study does not allow for a full diagnosis and elaboration on each core value. A brief summary of two points seems appropriate.

Heading the list of core values is a statement which establishes priority rankings for the district targets. Concerns about students are placed where they should be—at the top of the list. A supporting statement for student learning reads thusly:

" We are committed to all our students learning. We assure that each student, to the best of his or her ability, will master the knowledge and develop the skills and attitudes essential for success in school and society."

The key words in the first sentence are "all" and "learning." Public schools in the United States are charged with educating all the students of all the people. Certainly, this is a challenge unlike that of nearly any other nation in the world. Although the educator's job would be simplified if a number of exceptions were made to the inclusive word "all," the challenge for the people in the district is clear. Poway educators, via their core value statements, re-affirm a commitment to all the youngsters in the educational community. This affirmation is especially important as the profile for the students who attend schools in the district begins to change. Between now and the year 2000, there is a good possibility the district profile will be altered dramatically. Demographic changes are already underway. The schools, indeed, are for all the students, not just those (in an affluent community) destined for a college or university.

The second important word in the initial statement is "learning." Whereas some mission statements appear to place emphasis on teaching, the Poway core values make an important distinction between "teaching: and "learning." This distinction helps people in the district focus on the student, the client, rather than the producer—at least for primary emphasis.

People in the district do, however, realize the importance of the staff—because students are more likely to learn when there is a competent and caring staff. Not only is there an expectation that staff members will be academically well-prepared, but they must also demonstrate a caring attitude about students. Poway somehow has managed to avoid the debates found in some districts where teachers are hired because they are **either** competent **or** caring. Poway teachers are expected to possess both qualities.

A supporting statement for this core value reads:

"We are committed to selecting, developing and supporting the best possible staff that...

- understands and contributes to the learning process;
- performs at a high level;
- respects and supports others;
- acts in an ethical manner;
- seeks improvement through continuous learning; and
- communicates appropriately and effectively."

The importance of obtaining and retaining a quality staff is put on the line by this core value. The statements are crisp and straightforward. People in the district support the main ideas communicated about the need for a top-notch staff. The peer evaluation plan is one way to help hit the target.

Starting

A number of school districts have engaged in peer coaching for the past several years (see the case study on the high school in El Centro in this book for more explanation), but fewer than a handful of districts have moved beyond coaching to staff evaluation. Poway is one district where peer evaluation policies are in effect.

Actually, the peer plan in Poway is in its third year of operation (1989-90). It has continued to grow each year. The plan, however, didn't just happen. How did it start?

Apparently the peer evaluation concept was first proposed by a past-president of the local American Federation of Teachers. The union leader realized the importance of resolving a number of different problems, problems not uncommon in almost all school districts.

One problem is related to the induction of new staff members into a school district. As a growing community Poway hires between 100 -125 new teachers each year. As any new teacher knows (including veteran teachers new to a different system), learning the ins and outs of a system is often as taxing as the work with students. Conceivably, a type of buddy arrangement to help starting teachers become accustomed to the surroundings of a new assignment makes sense. A buddy arrangement appears to be one possibility for helping to reduce the "loneliness in a crowd" feeling experienced by many first-time teachers.

Another problem is related to the continuing need to improve the quality of instruction within the district, consistent with the appropriate Poway core value. In brief, the teacher's organization wanted to ensure new teachers a fair trial—offering support along the way—as well as assuring the public that only the very best teach Poway 's students.

Obviously, the selection process for new personnel is exceedingly important when quality is valued. Once hired, though, new staff members usually need and expect support and guidance. With the large number of probationary teachers in the district, experiences demonstrated that site administrators—with all of the other demands of their job—were hard-pressed to meet teacher expectations for support as well as to make regular and consistent evaluations. To help guarantee new staff members a fairer evaluation procedure as well as support, a peer evaluation system seemed to offer professional hope.

Fortunately, the AFT leader was able to convince the superintendent and members of the Board of Education that the peer evaluation concepts had merit—at least sufficient merit for further study. Signifying a willingness to further develop the embryonic ideas on peer evaluation, the board authorized a visit to Rochester and Toledo for the purpose of determining if what was in place in those districts had applications which could be modified for implementation in Poway.

Not only did several of the ideas gleaned in Rochester and Toledo appear promising, but a pilot plan for testing Poway concepts grew out of the initial study.

Actually, funds from the California Mentor Teacher Project were used to launch the first phase of a program for teacher support which eventually grew to the current, full-fledged teacher evaluation design.

Incredibly, while some major confrontations were taking place in various California districts over the mentor teacher concept, Poway not only had a mentor plan in place but was searching out new horizons. The prevailing attitude for mentor teachers was considerably more positive in Poway than in some other districts.

Growing pains?

Before a peer evaluation plan could be put into operation, several questions needed answers. More importantly, perhaps, decision makers in the district found it necessary to understand and to agree that not all questions which might apply during implementation could either be anticipated or answered in advance. Members of the decision making group essentially learned to "trust" that members of the other group(s) based their actions on the district-defined core values. Members of all groups had to learn that representatives from other groups where not trying to play "gotcha." The position was taken that representatives from different groups may hold different opinions, but all individuals in all groups aim at the core values.

Indicated below are several of the questions that were addressed; clearly the ambiguity with which some questions were answered demanded a high level of trust. The fact is, some of the questions could not be answered before gaining at least some practical experience.

- Who will be involved in the peer evaluation plan?
- Who will do the evaluations?
- Who will make the final decisions regarding tenure and/or termination?
- Is support and assistance really consistent with the principles inherent in evaluation procedures?
- What criteria will be used to assess the effectiveness of the program?
- Where will funds to support the program be obtained?
- Isn't evaluation what principals are paid to do?

- Does peer evaluation fly in the face of teacher organization expectations?

Obviously this list of questions is not all-inclusive. If anything the list is only partially representative of numerous other questions which are corollaries to those stated here. Over time, answers to the questions were pounded into shape. After three years of experience, however, new questions and appropriate answers continue to evolve. Members of the district organization do not as yet have all the answers to all the issues—but they do have a trust relationship which allows them to continue their quest for excellence.

At the present time only probationary teachers are involved in the Poway peer evaluation plan. About 75 of the 125 new teachers are included. Some 50 of the new teachers are evaluated by the school principals. The remainder are evaluated by specially trained teacher consultants who are released full-time from classroom responsibilities to carry out their evaluation activities.

Each teacher consultant has an assignment of 15 people. The teacher consultants are consistently engaged in supportive and supervisory details. Teacher consultants with a caseload of 15 clients illustrates a major district commitment to the importance of the program—and to giving the concept of peer evaluation a fair trial.

As suggested, not all probationary teachers—and no tenured teachers—are included in the current effort. Principals at the sites may elect to participate or not to participate in the program. Intriguing is the fact that 100 percent of the elementary school principals and 100 percent of the middle school principals have opted to be involved. The batting average is not as high at the high school level. (One wonders what kinds of messages come out of the principals' elections to participate or not to participate.)

In reality, evaluations for teachers really aren't "either/or" issues. That is, evaluations are made by the principal as well as the teacher consultants. In some instances, evidently, teacher consultants may have even higher expectations for classroom standards than site administrators.

As part of the evaluation process, each evaluator presents his/her findings to a group called the Peer Review Board. The Board is made up of two district administrators—assistant superintendent of personnel and the assistant superintendent of elementary education—and three teachers. Perhaps one reason teachers in the district have bought into the program is because they truly are involved and have a significant say in the evaluation process. Since the teachers possess the majority of votes on the Review Board, they actually have plenty of potential clout. If they really had to use some muscle, they could out-vote administrators on the review panel. Actually, for a recommendation to pass via the Review Board, a four-vote majority is required. (This type of plurality may help to allay the fears of some administrators that they are losing control of their sites.) The plurality helps to retain a reasonable level of checks and balances.

When guidelines for the Review Board were developed, considerable attention was given to the question, "What will happen if the principal of a school and the teacher consultant do not agree on whom should be retained and whom should be terminated?" After three years of operation, the hypothetical problem has yet to arise in reality. Every decision made by the Review Board has been a consensus decision.

Certainly a case for a high level of agreement can be built, given the fact contracts for some 5 percent - 7 percent of the new employees are not renewed. It is imperative that each member of the Review team complete his/her homework assignment when recommendations are made. When new teachers are retained and/or terminated there is solid agreement among the panel of educational experts that a correct and fair decision has been made. This type of decision appears to be fairer to the person evaluated. Also the process supports the notion better decisions can be made when people with appropriate information are allowed to act.

Historically, in fact, in most cases where individuals may be recommended for termination, there is a better than even chance a letter of resignation will be tendered before the guillotine blade drops. The hand-writing is on the wall. The peer evaluation procedures in Poway attempt to eliminate surprises for everyone.

Significantly, Review Board procedures have not resulted in a we/they or win/lose proposition. A large majority of people in the educational community perceive the plan as one which fosters a win/win relationship, a plan whereby teachers are full partners with the Board of Education in the desire to support quality personnel—as well as to terminate marginal (or worse) teachers. The prevailing attitude in the district is far removed from the adversarial relationship found in some districts where administrators and teachers are pitted against one another—where trust is anything but high.

Perhaps one reason the Poway plan works is because people in the district strive to make the plan work. Uniquely, the Poway plan is based on trust, a simple verbal agreement between equal members in the organization. When one person wins, everyone wins.

The verbal agreement, indeed, may be even more binding than a written contract—what some people are now describing as "trust agreements." (In some ways a written trust agreement appears to be an oxymoron. At least theoretically the need to have a signed contract seems to imply two so-called partners need all the loose ends tied together before a commitment to action is possible. Perhaps the contract mentality is simply a sign of our times, a reflection of our litigation-prone society.)

In any event the trust agreement in Poway amounts to a verbal understanding that either party may terminate the arrangement with 30 days notice. To keep a good idea going, perhaps, people in Poway work just a little harder to make the peer evaluation procedures work. Since most innovative efforts are people-driven, i.e., individuals make ideas they want to work be successful, perhaps just a little more investment of time and talent is made in the peer evaluation activities.

To assure fairness, teacher consultants invest up to 20 hours per year in classroom observations duties. Post-conferences and follow-up support (including many hours of late-night telephone conferences) are all part of the day's work. Moreover the teacher consultants (and site principals) meet two or three times a semester with the Review Board to consider the growth and development of each new teacher. The review process is anything but frivolous.

Costs

The teacher consultants cost the district $350,000 per year. About $300,000 of the total comes from the district budget (a portion of the funds are made available through the district's share of state lottery monies). The district also receives $50,000 from the California Teacher Credentialling agency. The "credential" funds were obtained to help test the concepts of peer evaluation as well as to support a systematic evaluation of the program.

Assuming each new teacher, seventy-five in all, receives a salary and fringe benefit package approximating $33,000 (and this may be a conservative estimate), the total district investment in the group on an annual basis comes to $2,475,000. The $350,000 invested in the teacher consultants is about 7 percent of the teachers' pay. Most rationale people wold agree the 7 percent investment is a worthy attempt to help good people become even more effective—as well as a good safeguard to prevent a "mistake" from becoming an even greater problem over time.

If people must be terminated, and undoubtedly there will always be people who simply cannot or will not meet the "academic and caring" criteria demanded by the core values, the time to make the cut is early in the process. Some districts have been known to invest more than $350,000 in legal fees to remove just one "turkey"—especially when evaluation procedures were not performed very well. A 7 percent anti-disaster policy seems to be a wise investment.

Teacher consultant

The teacher consultants selected are expected to carry out a number of fascinating roles. Realistically, if one is uncomfortable with the demands of the position he/she is well-advised not to apply. When one does apply, though, it is with the understanding the assignment will last for only three years and that the actual selection is based upon a decision by a team of people made up jointly of administrators and representatives from the Teachers' Federation.

Candidates for the teacher consultant positions must also possess an administrative credential. Incidentally, this requirement is currently mandated by California statute. Experiences in Poway may cause the statute to be re-visited. At least some evidence suggests the possession of an administrative credential has little, if anything, to do with the supervisory responsibilities inherent in the Poway plan. That is, there is little evidence participation in an administrative training program actually prepares people to be evaluators any more effectively than some other possible alternatives. Indeed, before one becomes a teacher consultant, the person must demonstrate continued performance as a master teacher. Moreover, a teacher must also receive specialized training in both clinical supervision and clinical teaching techniques. Because of the position the teacher consultant holds, he/she is also expected to be a trainer of teachers with notable and recognized ability. Becoming a teacher consultant requires specific competencies, competencies which are often not addressed in administrative preparation programs.

Although the case load for the teacher consultants is, to some outside observers, relatively low—lower than the student/teacher ratio in some classrooms—the job is quite demanding. In addition to support and feedback responsibilities, consultants are expected to know and support district objectives in the various curricular areas, to conduct specific orientation and other staff development activities, and to show sensitivity to different leadership styles found at the various school sites. The teacher consultant in Poway is definitely one person in the system who changes "hats" regularly. Consultants describe themselves as cheerleaders, mothers, janitors and confidants. Most beginning teachers need all the support the consultants can bring to bear.

One major question which surrounds the teacher consultant position may emerge as a "test case" during the 1989-90 school year. The test may emphasize the difference between theory and practice. For example, the 1989-90 school year is the first year when those on a three-year assignment as teacher consultants will be expected to relinquish their positions and to return to the classroom. Conceivably, the prospects of returning to the classroom may not be especially appealing to everyone. If human nature is true to form, more than one teacher consultant will likely look around the district (or at other districts) to ascertain what, if any, options to the traditional classroom assignment are available. Outsiders will watch the evolution of this scenario with much interest.

The brief description here fails to do justice to the patience used by people within the district to design and develop the plan's procedures. An effort, however, has been made to highlight some of the more identifiable and significant aspects of the development process. Hopefully, there is sufficient information in this case study to help others gain insights into the Poway experience. Considering everything involved, admiration must be expressed to those who constructed the framework for the peer evaluation foundation.

Evaluating evaluators

Don Raczka has been the main shaker and mover behind the Poway Professional Assistance Program. He, as well as others, have been cautious in attempts not to over-sell the program. Care has been taken not to play-up the potential benefits while playing down the potential limitations. Two major decisions were made to safeguard the program's pilot test: (1) begin small and (2) design a sophisticated evaluation program in advance of implementation so data can be gathered, analyzed and used to make significant "next step" decisions.

The program did begin small—with 3 teacher consultants in 1987-88, 4 teacher consultants in 1988-89 and 5 teacher consultants in 1989-90. The first crew of three people undoubtedly demonstrated the greatest level of risk-taking. These folks constantly had to remind themselves where they were headed. All things considered, they, somewhat remarkedly, always managed to locate the pin-point of light at the end of the tunnel—and they kept traveling toward the light.

Most effective evaluation programs make an attempt to establish baseline data, data to help explain what happens with planned (as well as unplanned) intervention. The PAPP used a traditional evaluation format. As a result, formal evaluation reports have been prepared for the first two years of operation. A third report is anticipated in the summer of 1991.

Results of the fall (1987) data collection revealed that the program got off to a somewhat shaky start. Too many people were unaware of the program's existence, and some participants did not clearly understand the roles of different people. Nevertheless, when the program was explained, nearly half of the respondents enthusiastically approved the plan. Sixty percent of the beginning teachers reported the consultants had been more helpful to them than anyone else. Comments indicated the consultants were more accessible to them than other teachers and most principals. Experienced teachers expressed appreciation for the program because, although they were willing to help beginning teachers, they really wanted to concentrate time and energy on their own classrooms.

Principals and experienced teachers identified classroom management as the beginning teachers' first concern, but the beginning teachers themselves said getting supplies was their biggest difficulty. Some beginning teachers did not get a tour of their schools, did not have access to a supply room and did not know how to take roll. One veteran teacher suggested that beginning teachers need a special care package to start the year. "Someone should put together a box full of essentials: paper, pencils, tape, chalk, etc. and a teacher's handbook—and then take them by the hand and show them around."

In general results of the Fall (1987) data collection indicated:

- Half of the respondents thought beginning teachers needed and were receiving assistance from the consultants, and they praised the teacher consultants' effectiveness.
- One third thought the purpose of the program was mainly to assist principals. However, 17 percent expressed concerns that the program was harmful to administrators because of role conflict.
- One fourth of the respondents did not think the consultants were qualified to perform evaluations.
- An additional concern was the perception that the consultants had an excessive workload.

As stated earlier, however, good people make good ideas work. By the time data were collected near the end of the 1987-88 school year, including information from 170 surveys and 45 interviews, results indicated that consultants had provided an extremely helpful induction process for new teachers in Poway. The Teacher Consultants were highly praised not only for the time and effort spent but also for the effectiveness of their assistance. From the responses of all the first year teachers there was a 90 percent endorsement of the program. This figure was 95 percent for those evaluated by the teacher consultants and 75 percent for those who received "assistance" only.

The consultants were rated as the "most helpful" in getting started by 70 percent of all the first year teachers and by 95 percent of those teachers who were evaluated by the consultants. Principals and other teachers also received praise for their help but to a far lesser degree. Teachers who were not in an induction program (Poway's second year teachers and teachers from other districts) overwhelmingly reported other teachers as being the most helpful. (Teachers in other districts often mentioned secretarial and custodial help as being most useful in learning one's way around the new job. Beginning teachers in other districts also reported more help from teaming, but less effective inservice workshops than the Poway teachers.)

When describing the kinds of help they received from the consultants, teachers in PPAP most often mentioned organization, packets of materials and someone to talk to. They reported many changes in their teaching skills and in their perceptions of their effectiveness throughout the year. Out of the twenty-four who were interviewed, 18 used the phrase, "I didn't realize..." and 22 said, "After X told me...I tried...". This indicates the teachers were willing to make changes but needed feedback and information about their performance.

Teachers evaluated by the consultants were generally positive about their evaluations. In most cases teachers reported that the consultants made them "think about achieving their goals" through constructive feedback. The consultants helped the teachers take time to reflect on what works.

Not all beginning teachers, however, found the evaluation process helpful. Although the majority thought their evaluations were fair, evaluations were described as perfunctory and superficial. Teachers were usually happy about getting good evaluations but did not see them as affecting their performance. In short, the attitudes reflected by some of the new teachers, when evaluations were completed by Teacher Consultants, are quite similar to attitudes often expressed when evaluations are made by principals. As one reviews the data, at least three questions come to mind. Does it make any difference who makes the evaluations if evaluations are perceived as superficial? What kinds of evaluations would not be construed as perfunctory by teachers? How often must a person be observed to gain a clear picture of the person's effectiveness?

The majority of beginning teachers reported that the consultants were helpful, met their needs and surpassed their expectations. Nevertheless, nearly 10 percent reported that the consultants were negative, critical and did not spend enough time with them. (One must wonder if the 10 percent represented in this finding in any way reflects the 5 percent -7 percent of the new teachers who either submitted letters of resignation or who did not have their contracts continued. One hypothesis might predict a close relationship between the two variables. Will 10 percent of any group generally be dissatisfied on any issue?)

The consultants also received praise and appreciation from the majority of school principals. One principal stated, "These consultants are practical and professional, highly qualified and have enormous expertise. They establish personal, caring relationships with beginning teachers which are not possible for a site administrator." A majority (74 percent) of principals supported the program and many wanted to see it expand to include tenured teachers. However, some principals preferred "assistance only" for beginning teachers and did not want to share evaluation responsibilities with the consultants.

Administrative concerns have also changed over time. In 1986, administrators were concerned about their own roles in the program. The final (1988) results indicated the majority focused major attention on consistency among the schools as to assistance and evaluation duties, communication with staff and the consultants' workload.

Poway's experienced teachers had different perceptions about the program. In 1985-86, their major concerns were about selection of consultants and "cronyism". In the fall of 1987, many were unaware of the program and did not understand its purpose or organization. Some did not feel it was necessary and others did not trust the consultants to be competent evaluators. Final results (spring, 1988) showed that many of the district's teachers were still uninformed about the program and thought its purpose was to help administrators rather than to assist beginning teachers. Others felt excluded and wanted to be more involved. The majority thought it should be a voluntary program for beginning teachers or assistance only. Some jealously of the consultants was also expressed.

As might be expected, the more people were involved in the development and implementation of the program, the higher the level of acceptance. One question for outside observers is: Did people in the district receive information about the program and simply didn't pay attention to the information, or was too little attention given to the task of communicating with others in the district who were not directly involved in the PPAP effort?

The consultants, too, had very interesting perspectives on the program. All three consultants found that when evaluation was not part of the process, i.e., assistance only, they were not as effective in their efforts to help beginning teachers improve classroom performances. One consultant stated, "They (beginning teachers) say thanks a lot but make no changes in teaching strategies unless we're also evaluating." The teacher consultants considered evaluation activities essential: they did not believe they could continue to provide assistance only because the workload was too heavy.

(As the program has matured, another conclusion has been reached. For the most part teacher consultants have concluded that beginning teachers are much more inclined and willing to make recommended changes than teachers who have taught for 3-5 years elsewhere and then transfer into the district. If this perceived trend holds over time, there may be relevant implications for the district's selection process. The district may decide—assuming the decision is legal—to hire only beginning teachers. Perhaps the district will decide to grow its own crop of teachers, to do the job of training correctly in the first place, rather than retrain teachers once they come into the district.)

Findings for the 1988-89 school year were also positive, considerably more positive, in fact, that the results at the conclusion of the first year. As time passed, more "bugs" were eliminated: the program now continues to flourish. Quoting from the second annual report, the following is offered:

"Results of the fall data collection indicate that there have been major improvements since last year...Most new teachers were happy with their positions in Poway, felt they got off to a good start, and the majority of those in the program reported satisfaction with their consultants.

"Consultants had initial concerns about the criteria for including new teachers in the program and experienced some confusion about assignments in the beginning of the year. Nevertheless, their workloads have been stabilized, and they continue to receive praise for their professional expertise from both administrators and new teachers.

"The majority of principals were supportive and appreciative of the program, and many would like to see it expanded. They pointed to benefits for improving new teachers' instructional performance, cooperation of the union and the district, and assistance with evaluations.

"While the program has been successful in meeting the needs of administrators and new teachers, it seems the majority of experienced Poway teachers remains uninformed and uninvolved in the program.

"Other issues which have received attention are: reflective analysis of teaching performance, additional training of consultants, status of the trust agreement and program evaluation."

In short, then, the program seems to do a good job of meeting its objectives. Certainly good enough, in fact, that many of the early concerns about the concept have dissipated as participants have grown to understand the potential of the alternative evaluation process. Perhaps one very telling example of the program's success is noted by reviewing program recommendations made by 14 of Poway's 20 principals. Understandably, for the program to work, principals must give away some of their real (or perceived) power. Only one out of 14 principals made the statement, "better to have on-site administrators do evaluations."

Information is not available to make a comparison between attitudes and acceptance of the traditional evaluation procedures whereby administrators are responsible for the induction and evaluation of new personnel and the peer evaluation format. One might hypothesize, however, that there is a reasonable difference in acceptance between the conventional and the innovative evaluation plans. One also might hypothesize that no evaluation plan will receive universal acceptance by those who are evaluated.

Next steps

Undoubtedly there are certain rough spots in the program which still need to be refined. Assuming these blemishes do get covered, what are the next steps?

According to Bob Reeves, Superintendent in Poway, "There are no specific plans to elaborate the current plan further." He goes on to explain, however, that some people believe the support and evaluation concept is not solely reserved for new teachers to the profession or new teachers to Poway. If the Toledo plan is put into full operation in Poway, all teachers in the system, probationary and tenured, can expect to be included in the peer evaluation network. Next steps, though, aren't appropriate to discuss here. The people in the district will make decisions about the next steps, if any.

Even if there are no next steps, the peer evaluation plan may have promoted as many serendipitous outcomes as the outcomes defined specifically for the creative endeavor. At least six side-effects have been noted.

Although it isn't clear where causes and effects mesh, there is a positive relationship between the peer evaluation program and:

- Increased examples of trust between people in the district.
- A new and open attitude regarding negotiations—often a troublesome matter in many districts.
- A willingness to enter into verbal trust agreements where there is a positive climate for testing ideas.
- A community sense of pride in the schools and all that the schools are trying to achieve.
- A new expansion of creative and imaginative ideas in practice at the participating sites.
- The creation of what is called a Superintendent's Forum.

Ultimately relevant levels of communication and trust are key indices for determining a district's climate for change and improvement. The Superintendent's Forum is dedicated to creating a mechanism for open and honest exchanges of information and ideas between teachers and the Superintendent in the Poway Unified School District. The forum is one more further commitment to the development of trust and rapport on an equal basis.

Although people in Poway may not have all the answers to all the problems of education, they may have the formula which allows them to continue their important quest for answers. They have good intentions on where they want to go—and a belief in themselves that they can find the way.

San Diego County Office of Education

Service agent

The San Diego County Office of Education is an intermediate service agency. The people who work for the organization act as a link between the state Department of Education and local school districts. Unlike some other institutions, the county department must meet both the needs of clients (who have different priorities) as well as the needs and priorities identified by the county's own governance body. Historically, the San Diego County Office of Education has been quite successful; indeed the county office is a model for many other intermediate organizations, both inside and outside the state of California.

Onr reason for the positive reputation stems from the ongoing strategic planning process in which members of the office are engaged. Space in this case study prohibits a full description of the strategic planning approach, but an overview of the process as well as a closer look at one facet of the total operation may be useful.

Strategic plan

During 1987-88, a four-year, long range strategic plan was developed. The plan includes a mission statement with 12 related goals. The mission and the goals describe the broad, general responsibilities for the San Diego County Office of Education. In addition, the plan also includes 15 priorities for action, action scheduled for implementation and evaluation during the 1988-1992 school years.

Significantly, the mission statement places emphasis where it should be, on the student. Even though the county is a service agent, the work of the organization, ultimately, is to serve students. The mission states:

"The San Diego County Office of Education promotes the improved motivation, academic achievement and personal well-being of all students by providing local school districts, students, and the public with service and leadership."

A mission statement is noble and global. The county plan, however, moves from broad generalizations to clear specificity. For specificity, the County Board of Education approved the following goals:

"Through its accessibility, support and leadership the San Diego County Office of Education shall:

- Identify and respond to needs of school districts with special attention to direct-service size districts.
- Improve student motivation, academic achievement, personal well-being, and readiness for college and/or career.
- Improve the quality and efficiency of instructional personnel and business practices in local school districts.
- Provide programs and services which can be operated regionally more economically.
- Assist schools and districts to achieve greater success with educationally disadvantaged, low income and minority youth.
- Provide staff development to increase the productivity and enhance the morale of school personnel.
- Strengthen the management and leadership of schools and districts.
- Increase public confidence in public education.
- Assist school districts in influencing and complying with legal, fiscal and program requirements.
- Identify and communicate future trends impacting education and assist districts in responding to them.

- Provide excellent educational services to students in the Court Schools, Friendship School and Hope Infant Programs.
- Improve the effectiveness and efficiency of the San Diego County Office of Education operations.

Realistically, the office has limited resources. The limitations of funds and personnel demand that priorities for action be established. Ranked priorities are identified by examining local, state and national educational needs and by consulting local school district superintendents, community leaders and SDCOE management and support staff. An argument can be made that every educational organization needs an internal group to consider needs for the future and to take action on those needs.

The priorities for action are reviewed at least on an annual basis; modifications in the priorities and/or their ranking in importance may be made via the review process. Currently, the following represent the top priorities:

1. Improved Student Achievement
2. Improve Accountability: Student Performance and Well-being Measurement
3. Student Wellness
4. Staff Development
5. Strengthen Curriculum Development
6. Dropout Prevention
7. Strengthen Leadership and Management Development
8. Improve Accountability: Financial and Business Management
9. Expand School Facilities for Student Enrollment Growth
10. Increase Public Support for Education
11. Governmental Relations
12. Address Cultural, Linguistic and Ethnic Changes in the Student Population
13. Special Education
14. Occupational Education
15. County Office Operated Programs

The third priority in the list, i.e., student wellness, represents an example of a shift in priorities. This area of focus reflects increased concerns about the negative influences of illicit drugs on students. The priority actually began at a lower level in the hierarchy, but was shifted upward as the need became more critical.

Priorities for action are used as guides, as targets, but the order of the priorities is not set in stone. New information may produce a change in rankings.

After priorities for action are approved, there are still three additional requirements to move the targets from the back burner to the front burner. In essence, these requirements are: (1) the identification of personnel to implement action related to the priorities, (2) the identification of budget allocations to support the priorities and (3) the implementation of a review process to help keep the priorities highlighted. Unfortunately, too many organizations fail to follow through with these latter three requirements. When this failure occurs, a strategic plan isn't especially useful.

In the case of the SDCOE, each manager in the office is expected to develop an annual improvement plan that addresses the priorities for action. When managers prepare their plans and then discuss the plans with each other, the chances for inter-departmental cooperation are enhanced. Talents and resources can be maximized. Different managers are able to identify areas where cooperation across divisions/departments is possible and desirable.

The annual improvement plan must be related to the priorities for action approved for the office. People who work for the SDCOE are expected to implement and achieve success on the priorities identified rather than to focus on personal interests or to move off on other "interesting" tangents. Clearly, one of the most difficult challenges in any organization with bright and creative people is the challenge of helping people pull together for organizational, rather than personal, priorities. At least theoretically, the best organizations, in terms of effectiveness and efficiency, are those where there is a reasonably close match between personal, professional and organizational interests.

Based upon priorities for action and action plans, budget allocations are made. Generally there is a relatively obvious relationship between the rank order of the priority and the amount of money set aside in the budget to work on the priority.

The budget process is extremely important. Obviously, as one reviews the priorities there is a realization that most of the targets aren't neat little activities which can be accomplished in a short period of time. The strategic plan (which is long range) helps to maintain an emphasis on important priorities over time, to retain a focus which precludes people flitting like a humming birds from one activity to another.

Even with the priorities, it is still necessary to limit the number of activities proposed for implementation. For instance, if one reviews a particular manager's game plan, a manager responsible for migrant education, here is an overview of the activities and the priorities to which the activities are related:

AIP	Priority
Drop-Out Prevention	10
Early Childhood Education Program Plan	15
Study Skills Training	4
District Operated Program Improvement Project	15
Increased Enrollment	15
Substance Abuse Prevention and Intervention Train	3
Goals for Youth	6
Post Graduation	6
Credit Accrual Alternatives	6
English As A Second Language Camp	15
Early Childhood Education Region Plan	15
Higher Learning Awareness	15
The Student Study Team and Research on Grade Repetition	6
College/Saturday Programs/Classes	15
7th and 8th Scholars Program Students Can Help Others Learn And Retain Studies	6

Finally, the evaluation process helps to check on progress and to allow for in-flight corrections where necessary. A mid-year and annual evaluation procedure scheduled each year to determine and report on the accomplishments of the people assigned to carry out the specific tasks. According to one researcher who studies organizations, "What gets checked gets done."

At the SDCOE, the evaluation process is designed both for cooperative improvement and for progress up-dates. That is, a part of the evaluation process includes monthly coaching sessions between managers and their supervisors.

The SDCOE specifically implemented the concept of coaching via managers as a technique to enhance personal and organizational performances. In addition, there are coaching sessions between division managers and the superintendent.

The major purpose of the coaching sessions is to help already good people become even better. The SDCOE is one of a few agencies where the coaching format has been started for administrators. (In school districts, coaching is an important process for improving teachers' instructional skills. Many coaching concepts are transferable to administrative functions as well as instructional improvements.)

The coaching process, though, is only one part of the design for evaluation. Indeed, written reports are prepared for both interim and final statements. The reports are presented to board members who originally approved the activities and budgets. This communication procedure is another device to help members of the board maintain current information about priorities.

At the same time action plans are implemented for one year, a new budget development episode is initiated for the following year.

When the process works as designed, a continuous update and modification in action plans evolves—along with appropriate budget allocations which accompany new plans.

Clearly, this overview of the strategic plan fails to do justice to the process or to the people who are engaged in the process. Hopefully, however, the generalized and sketchy interpretation can serve as a springboard for other educators who recognize the need for meeting the requirements for long range planning. Dr. Carole Teall is in charge of the strategic planning process at the SDCOE.

Technology emphasis

Tracking a particular goal through the action process may be one beneficial way to illustrate how a concept is moved from theory to practice.

One goal for the SDCOE, for example, is to...

"Identify and communicate future trends impacting education and assist districts in responding to them."

Certainly, one future trend which commands attention is the impact of technology on schools and the students in the schools. Naturally, if people in local districts put technology into place there is (or at least should be) a strong drive for cost-effectiveness. When people in every district labor over the same problems, too much redundancy results—wastes accrue in both time and money.

A competent group of people from a single agency making an in-depth analysis of the issues may be far more valuable than people in many systems conducting only a cursory review. The SDCOE can serve admirably as the single agency which makes the close inspection.

One top concern, then, of the office is...

"To ensure that school districts make the most cost-effective and educationally sound decisions in the implementation of state of the art educational technology."

To meet the requirements for this goal, personnel in the SDCOE engage in some 35 specific activities. The dissemination of state and national software evaluation results, the conduct of a technology leadership academy, the dissemination of information regarding the California Technology Project, the conduct of regular meetings of district and IHE technology leaders and the facilitation of user group meetings are examples of the 35 activities.

Any institution, however, can generate a list of activities. Unless agencies for which service is intended join with the SDCOE, the likelihood for significant outcomes isn't too great.

The SDCOE has been able to excite and enlist representatives from numerous San Diego County districts into the San Diego County School District Technology Consortium. At last count (1990) some 26 districts had invested over $100,000 in the Consortium. Enrollment fees are based on a pro-rata assessment depending on the number of students in the respective district. Districts with more students invest more money than districts with a limited number of students.

Work of the consortium is undoubtedly achieved with greater quality by one organization than by many organizations. Not only have local school districts put funds into the budget to support the work of the consortium, but the SDCOE has also invested a portion of its lottery funds to demonstrate a leadership commitment to the priority. Also, a grant of $10,000 has been obtained from the California Technology Project. A granting agency is more likely to fund a consortium, at least in theory, than a number of districts separately. The consortium shows how funds from various sources can be parlayed usefully.

Using background information from a San Diego County Board of Education agenda, (11/29/89) the technology activity has evolved as follows:

11/20/88—Superintendents' Local District Advisory Council expresses need for "a variety of instructional technology services" for school districts.

12/6/88—SDCOE planning meeting to respond to Superintendents' Advisory Council request.

1/10/89—Tentative technology services plan presented to Cabinet and submitted to selected school districts for input/feedback.

2/8/89—Technology advisory committee meeting to revise plan based on school district feedback.

2/24/89—Revised Technology Services plan sent to all school district superintendents for input/feedback.

4/16/89—Technology Advisory Group meets to discuss technology plan—includes school district, college and SDCOE representatives.

6/8/89—Educational Technology Task Force meets to provide input to plan—representatives include local business and industry, other Southern California COEs, California SDE, local school districts and SDCOE staff.

6/28/89—Summary of planning to date presented to SDCOE Superintendent and Cabinet. Decision made to proceed with coordination of technology consortium.

7/7/89—School District Superintendents' Advisory Council meets, adopts level of technology services to be provided and recommends school districts contribute $.20/ADA to participate in Technology Consortium to receive technology support services.

8/3/89—Information memo and technology participation form sent to all school district superintendents.

8/30/89—SDCOE board accepts $65,000 FrEdMail PUC Grant Award and directs SDCOE to provide and coordinate the following educational technology support services for school districts n response to 7/7/89 unanimous recommendation made to the SDCOE by the San Diego County School District Superintendents' Advisory Council:

- Center/clearinghouse for technology information
- Technology training
- Educational technology newsletters, user groups, calendar of events, vendor files.

10/15/89—SDCOE staff meets with representatives from SDE and California Technology Project (CTP) to clarify consortium issues and request $10,000 CTP grant to go to the SDCOE as Consortium LEA.

The evolution of the technology scenario illustrates an organization committed to service, quality service which occurs in a timely manner. A systematic approach (i.e., strategic plan) to decision-making and action is definitely preferred to the alternative. People at the SDCOE follow the plan they designed.

Summary

Education and educators are often accused of being reactive, of responding to crises—usually too little, too late. The SDCOE is attempting to prove the critics wrong, to demonstrate trends for the future can be anticipated and that responsible action on those trends can be directed.

Leaders at the SDCOE have designed and implemented a strategic, long-range plan to assist in the institution's challenge to serve people in 43 school districts and 5 community college districts. Obtaining timely cooperation from such a variety of bureaucratic organizations is no mean challenge. The strategic plan helps to keep track of the progress of activities and organizational involvement. To put all the pieces of the puzzle together, leaders at the SDCOE had to design their own strategic plan.

One reason the people at the SDCOE designed their own strategic model—borrowing pieces of ideas from here and there when appropriate—is because they could not find a model which meshed with the perceived needs for the organization. The SDCOE model, because it is constructed on educational parameters rather than on industrial parameters, may be applicable for certain school districts.

The Consortium on Technology discussed briefly in this case study attests to the credibility the SDCOE has gained over time. Indeed, 26 of the districts which invested in the consortium would likely spend their money in other ways if superintendents in the county districts believed an agency or agencies other than the SDCOE could complete the jobs assigned more effectively and efficiently.

Not all services needed at the local level can be provided by an intermediate agency such as a county office of education. But when there is a well-conceived plan and good people working cooperatively, chances for future success are strongly positive. The example presented by the SDCOE is worth replicating in other parts of the state.

San Diego State University

Getting started

The Department of Educational Administration at San Diego State University is one of three agencies which represent higher education in the ACSA Region 18 Futures' Project. For a variety of reasons, more candidates enroll in administrative preparation programs at San Diego State than at most, if not all, of the other institutions for higher education in San Diego and Imperial counties. As a site where many people receive an administrative credential, it is natural for members of the department to be concerned about the future and the kinds of skills, knowledge and attitudes which will be necessary to lead the educational enterprise in the 21st Century.

Participants in the ACSA Consortium of Schools for the Future serve as an important sounding board of reality as new preparation programs are designed. By reviewing ongoing and innovative actions in different school districts, university personnel are able—along with other research and careful study—to project trends and to anticipate future training needs.

There is little doubt that significant alterations in preparation programs will be necessary to meet the demands of a changing universe.

Outreach

Cognizant of the fact the world, via rapid communication ties and accelerated air travel, is shrinking, part of the futures' effort at SDSU is to extend an out-reach program beyond the institution's normal geographical boundaries.

Over the past years, for example, the administrative preparation personnel have carried the program to off-campus sites in San Diego and Imperial counties, e.g., San Marcos and Calexico. Now, an effort is underway to further extend the program to Canada and Mexico—and, perhaps, to selected Pacific Rim countries.

As the world shrinks, the need to discover ways other people perform tasks, as well as ways to share ideas with others will magnify in importance. As space boundaries—if not actual geographical boundaries—are blurred, the opportunity to interact with other people involved in educational administration should be beneficial to all concerned. SDSU is making a concerted effort to serve as a catalytic agent for drawing together representatives from different countries and different cultures. Indeed, at the time of this writing, some 240 students from Canada are actively pursuing leadership positions via the SDSU administrative preparation program.

With personal interactions serving as catalytic forces, people in the Department of Educational Administration hope to develop a strategic plan that will lend new directions for those who toil in the department. Rather than dictating to those in the field, SDSU department representatives share ideas and the design of the program with knowledgeable people from the field.

Highlight

On May 17, 1990, SDSU sponsored an interactive video program which highlighted the topic of "restructuring" in Canada (British Columbia), Mexico and the United States. The three hour television program featured an array of outstanding personalities.

The inter-country video transmission obtained support from both the governor of Baja, California and the Ministry of Education, British Columbia, Canada. Not only did the video conference demonstrate the power of the medium, but the opportunity for educators at several different sites to interact illustrated a consistency of needs in the various schools. The differences in needs appeared to reflect both the state of the art in the educational evolutionary process within a country and differences generated as a result of cultural factors.

According to Ray Latta, SDSU staff member, "The video conference served as a stimulus to help all of us realize what we can do if we work together. Nobody has all of the answers, but we think we have the people who can, find the answers, especially when we work together."

One example of Latta's statement has, at least partially already been put into action. Students from Canada enrolled in the SDSU program, for example, are expected to complete research projects for their master's thesis which aim at gathering relevant data and answering selected questions regarding education in the Canadian province of British Columbia. This type of action research serves at least three useful purposes:

1. Students are taught to use research tools and skills, a part of most administrative preparation programs. In the context described here, however, graduate students are contributing to the knowledge base so important to those making decisions about the future of education in Canada.
2. Staff members at the University, as well as some of the regular SDSU students, are provided information about education found in schools directed by our neighbors to the north, information which might not otherwise be available.
3. The educational leaders from both countries are able to share information obtained from a common knowledge base.

Pieces of the Canadian part of the total international program have been put together for the past several years; the Mexico connection is just beginning to click. Al Merino, SDSU staff member, serves as the "point" for the Baja, California activity. According to Merino, "We are just now formulating working teams and trusting relationships. Although our efforts are very embryonic, we are quite excited about the potential of where we might be able to travel together." Clearly, the first pieces of the puzzle have been put together.

Institutionalization

At a time when there are clear signs for needed changes in the California administrative preparation program, selected members of the Department of Educational Administration at San Diego State University have expanded their horizons by arranging for an international video-conference.

A good start has been initiated. The challenge now is to obtain University support to institutionalize the work that has broken the ice.

San Diego Unified School District

Analysis

The San Diego Unified School District case study is probably a misnomer. That is, the district has numerous restructuring activities underway and the activity at each site is a study in and of itself. The report here is a summary of district-wide work rather than a specific school staff engaged in a look at the future. In all fairness to those in the district who are making special efforts to improve the quality of instruction for the boys and girls enrolled, the chapter is too brief to touch on many of the exemplary activities.

People in the SDUSD have launched a restructuring campaign which focuses on students at specific sites, but the overall game-plan has included an enormous number of participants representing nearly every group in the San Diego community, including students, teachers, administrators, community people, representatives from business, industry and the military, leaders from the teacher and administrative professional organizations, and countless others.

While some people may complain that large districts are hopelessly embroiled in bureaucratic stagnation, the leadership in San Diego has proven the shoe doesn't always fit. In fact, both real and perceived limitations have been removed.

Many outside observers who have had an opportunity to watch the San Diego Project have marveled at the high level of involvement as well as at the pace of progress. Both factors represent desired outcomes in many large school districts, but one must search carefully if one is to locate any large system which comes close to replicating the achievements in the San Diego City Schools. To people inside the system, the pace may seem slow and cumbersome; to people outside the system there is admiration for what has taken place in such a relatively short period of time. Perhaps the people inside the system are more impatient than outsiders because there is a stronger realization of the work that needs to be done. Although many organizational experts argue that change and improvement are more easily accomplished in smaller districts, the San Diego team members have disproved the general principle.

Considering the fact that most educators are reasonably engrossed in the day-to-day operation of the schools, the achievements become even more magnified.

Undeniably, the San Diego Unified School District thrust to restructure the schools would be undertaken with or without the Region 18 program; hopefully, certain aspects of each effort complement the other. The two programs are not in competition with each other.

First step

Perhaps the first official step at restructuring came when a blue ribbon citizens' group titled "Schools of the Future Commission"—appointed by Superintendent Tom Payzant—made its report to the district Board of Education. The report represented what many people in the community believed the schools should look like in the year 2000. When the report was made there was some reason to believe that even people on the Commission did not realize they would stir up such involvement. Fortunately for the students of San Diego, the report was not simply "accepted" by the Board of Education and then put to rest. Unlike some other reports, the Schools of the Future Commission produced a document that served as a springboard for action.

Although the committee presentation may have served as a catalyst for change, the leadership in the district had paved the way for the report's acceptance. Over an extended period of time the leadership had demonstrated a willingness to engage in discussion and debate about the growth and development of the district. The leadership was willing to acknowledge that all the "answers" had not been predetermined.

As early as 1977, court-mandated prescriptions for equity were filed and defined. When courts speak there is a tendency for people to listen, even if the message isn't a welcome one. In the latter part of the 70s, the courts became actively involved in defining student learning outcomes and instructional strategies. Educators within the district lived through a roller-coaster ride and still continued to put emphasis on what was best for young people. This was no mean challenge since some 117,057 students were enrolled in the system in 1988-89. Although San Diego is one of those communities generally considered to be somewhat conservative, nearly every political persuasion has followers. All political biases are covered, from one extreme to the other. Finding general areas of agreement among such a vast spectrum of values isn't an easy task.

As the second largest school district in California (a surprise to some people, San Diego is second in student enrollment only to Los Angeles), members of the education community have found themselves embroiled in a number of controversial battles. The battles have included in-house skirmishes between teachers and administrators as well as between teachers and teachers. No matter where the battleground was found, there was a tendency to expend energy on issues which might not have been directly related to the improvement of instruction.

Space here does not permit an opportunity to describe much of the heated exchanges which have taken place. Suffice it here to point out that San Diego is one district where people have not always found themselves on the same side of the fence. Unlike some other large districts, though, the San Diego experience seems to have produced a level of trust (even if a somewhat guarded trust at times) which allows rational people to seek solutions to troubling realities. Seeking solutions to problems is certainly more productive than pointing the finger of blame at one another. (The "realities" referred to here are expanded in the "Our Students" chapter in this book.)

Many large school districts such as Washington, D.C., Detroit, Boston and Chicago appear to resemble war zones, with skirmishes between educators and students and sometimes between educators and politicians. Although San Diego has as many or more problems as any other large city (San Diego has the dubious distinction of being number one in the production and sale of crack cocaine and number one in the percentage of new AIDS cases), there appears to be a more favorable climate for problem resolution than in some other locales.When masterful efforts are made (and "masterful" is the applicable descriptor), trust can be developed and progress can be made.

The level of trust and collaboration is best illustrated by the fact that a cadre of ten teachers and ten site administrators received training to present information on restructuring to interested staff members at school sites. The training format was developed collaboratively by the San Diego Teachers' Association, the Administrators' Association, and the Staff Development and Training Department. Their work marks the first collaborative venture in restructuring among the associations and the district.

Perhaps the fact there is a new 4-year teacher contract in place is even more indicative of cooperation among the various players in the district. There may be another major urban school district with a four-year contract already signed, but one is pressed to know where this district might be found.

In short, a trusting climate allows and nurtures thinking, discussion, debate, ambiguity and experimentation at all levels in the district. People in this educational community have made the terms "experimental" and "innovative" respectable commodities to be savored, not feared. The importance of trust in a district committed to school improvement cannot be over-stated. A trusting relationship may not be sufficient to assure improvements in a school district and/or a school site, but trust is necessary to get people to work together to considedr improvement possibilities.

Priorities

Following the "Schools of the Future" report, the district adopted five priorities to begin implementing a strategic plan for restructuring. The citations below were taken from the October 1989 Report on the District's Restructuring Activities. Specifically, the priorities aimed to:

1. Build a new schools-community coalition: the San Diego Compact, San Diego Dropout Prevention and Recovery Round Table (sponsored by The Ford Foundation), and New Beginnings interagency collaboration are long-term school-community efforts to support change.
2. Begin a fundamental restructuring of schools: creation of the Innovation and Change Leadership Group consisting of teachers, administrators, school board members, and parent and community members to guide the district's restructuring initiative; formation of a partnership with the Matsushita Foundation; implementation of a Super Saturday orientation session and Super Planning Week training session; school board adoption of a common core curriculum, a restructuring policy statement, and a waiver process; ratification of a new collective bargaining agreement with the teachers' union, focused on educational change; creation of a new middle-level magnet restructuring school; and a Summer Interdisciplinary Curriculum Writing Institute for secondary school teachers sponsored with the Matsushita Foundation.
3. Integrate technology into future schools: installation of a new Student Information System, providing schools access to the mainframe of student data; formation of a high level district-community educational technology task force; school board adoption of an educational technology policy; creation of a department of educational technology; and pilots of numerous educational technology programs as evidence the district is entering the information age.
4. Expand second-language and world studies curricula: creation of a new international studies magnet; conduct a special board meeting on expanding second language programs; the requirement by several secondary schools of second language courses—the awareness is growing that all students should be bilingual and sensitive to world cultures.
5. Secure a long-term funding base for our schools: Passage of Proposition 98 in November 1988 guarantees schools a fixed percentage of state funds and provides a more stable, predictable base of revenues.

The priorities helped to establish a clear direction for those in the district to follow. Once the priorities were set, the real work began.

In just over two years (as of this writing), a high level of activity has occurred on the first three of the five recommendations, some activity has occurred on the fourth priority and major statewide activity has occurred on the fifth priority.

Although it would be possible to write a chapter or more on each of the priorities, focus here is placed on that priority which emphasizes restructuring at the site level. This priority, perhaps as much as any other priority, has helped to maintain a high trust level in the district. The dynamics may not be known or understood. This appears to have occured since the "site" (vs. the district) has become the locus of change. There appears to be a willingness for those in individual schools to accept increased responsibility for controlling and directing their own destiny.

Not only do the people at the site level have a greater tendency to buy into the plans they create, they also tend to invest less time in discussions about what people "downtown" are doing to them. To outside observers a new relationship between the school sites and the district office seems to be emerging. This relationship is characterized by the attitude that district office personnel are now able to provide important facilitative services. Perhaps all people at the district level aren't yet comfortable with this new role. There is, however, sufficient modeling by the top leadership to convey the message that the entire restructuring effort is a collaborative process in which people depend upon the abilities of each other.

To act or react, that is the major issue for central office divisions. Every division has begun the process of informing staffs of the restructuring initiative and of conducting planning sessions to respond to changes in schools. Emphasis at the central office is placed on becoming a customer-focused resource center. Divisions that deal with staff development and educational programs are more actively engaged in restructuring their operations because the schools are primarily focused on organizational and program change.

School Operations Division managers play a coordinating role with schools. They arrange for central office resource experts or department managers to attend planning sessions. They help identify sources of additional funds. They probe the school community to ensure that plans meet the superintendent's charge of addressing the needs of all students—particularly the least successful—and guide schools through the waiver request process as necessary.

To ensure that the hundreds of central office people who work with schools do not unintentionally block a school's efforts to restructure, the superintendent has decreed that only he or the deputy superintendent can reject a school's plan for change. (As of this time, there have been no rejections.)

Two of the district's leaders in the restructuring process are Tom Payzant and Bertha Pendelton. Both educators have long been recognized for their concern about students and for their ability to solve educational problems. To suggest these quality educators do not have ideas of their own about what needs to be done to improve school performances would be a gross miscalculation. To the leaders' credit, however, they have resisted the temptation to tell people in the trenches what needs to be done; rather they have shared ideas with people at the sites to help the people arrive at their own conclusions. This style of leadership helps retain trust and nurtures the thinking of quality people throughout the school system.

Although site decision-making is promoted, there are guidelines for the involvement of personnel in the restructuring design. The task of improvement is too important to allow each person at each site to "do his/her own thing." The future of the community, if not the nation, is at stake.

School restructuring activities

Restructuring in schools is a collaborative effort involving administrators, teachers, support staff, parents, and, as appropriate, students. School staff who achieve a two-thirds vote in favor of restructuring and can demonstrate support from parents enter the district's formal restructuring initiative. The school community begins an intensive strategic planning process to design changes appropriate for the school. A restructuring resource teacher, district and Matsushita Foundation consultants, and central office resource experts are available to work collaboratively with the school's restructuring committee to support planning activities.

Plans for change are not required to be submitted to the district office for approval. Once consensus is reached on a plan in collaboration with School Operations Division managers, the plan can be implemented immediately unless a waiver is required. If a waiver of district, state, or federal regulations is necessary to implement a plan, consensus is reached with central offices or employee organizations on the waiver request, which is then reviewed by the Innovation and Change Leadership Group before being forwarded to the appropriate governing body for approval.

Thirty-eight schools sent teams to the initial Super Saturday restructuring orientation session in April 1988. Twenty five of these schools achieved a two-thirds vote to send teams to a Super Planning Week training session on strategic planning. Both the orientation and the training sessions were cosponsored with the Matsushita Foundation and supported by the Stuart Foundation. As of October 1989, a total of 43 schools had joined the district's restructuring initiative.

Restructured schools at each level have formed support groups to share ideas, concerns and needs. Based on the results of support group meetings and of observations made in various schools, several major change themes are emerging at the different levels.

- Elementary: increasing the number of arts, music and computer courses; experimenting with cooperative learning and socratic seminar teaching techniques; moving to block and "wheel" schedules; examining ungraded class structures; revamping bilingual programs; working with community organizations to expand parent involvement and parent education.

- Middle/Junior High: expressing the middle school philosophy, including dividing schools into clusters or houses; instituting advisory periods; initiating team teaching and interdisciplinary courses; paying closer attention with articulation to senior high school.
- Senior High: expanding reading and writing skills across the curriculum; building house structures and block schedules; designing new magnet programs that integrate academic and vocational disciplines; instituting representative governance systems; developing interdisciplinary courses; devising advisory periods; creating on-site health clinics; considering year-round schedules.

Perhaps a few words about some of the major principles in the guidelines and the involvement of teams at the different levels are in order.

Consistent with most educational research on change, district guidelines insist on a critical mass of support at the site. A two-thirds majority of people must support a particular action. The critical mass concept contains four safeguards which are useful to all involved: (1) people at a site aren't likely to make many erroneous decisions when a strong majority have thought through the decisions and (hopefully) the consequences; (2) people are likely to be more supportive of an idea when they know their peers are also supportive—that members of the team are together in their efforts and don't have to risk an attack from the rear by colleagues who may take pot-shots; (3) people work from a position of "agreement" rather than from a position of "disagreement"—that is, the critical mass support helps to define where people agree; and (4) people are likely to understand and accept their role in the change venture when they know others are depending on their contributions. Hilda Taba once made the cogent observation that the curriculum is what happens after the teacher closes the door. The critical mass concept helps to assure the proposed practice doesn't get sabotaged—by commission or omission—after the door is shut.

Note, too, that site plans do not need to be submitted for approval except in the cases where waivers of either district policies, state statutes or national program directives are involved. Some very interesting fall-out has occurred as a result of this guideline. First, several staff were reluctant to believe it was possible in a system as large as San Diego to develop a plan without following a carefully devised form, a form which would eventually plod its way through an intricate maze. Too many good ideas have been lost in too many schools because the procedures for implementing a plan became an end in themselves rather than a means to an end.

Second, the guideline again served to convince some of the doubting Thomases and Thomasinas that the district leadership, including members of the Board of Education, really did trust the people at the local schools to make valid decisions. No longer was it possible for these people to use the killer-statement, "They won't let us."

Perhaps the most significant result of the guidelines, though, evolved around the waiver issue. In early meetings regarding restructuring there was a lot of time and energy devoted to discussion of procedures required to obtain waivers. Apparently some participants believed it would be necessary to change a number of district and state regulations to allow restructuring. The implication, evidently, was that regulations mandated by outside agencies would prohibit creative solutions to problems. Amazingly, over a two year period of time—a time in which scores of people in schools have been engaged in the restructuring process—only four requests for waivers were submitted. Two requests were made for teacher/parent/classified staff involvement in the process to select a principal and a vice principal.

Another waiver was made for the purpose of allowing one high school to move to a block schedule. And, finally, a fourth request was made to allow teachers in one school to select texts other than those on the district-adopted textbook list.

Each of the waiver requests was approved. The "what if?" question which seems to stymie some school groups simply didn't materialize.

The most important issue in the waiver process is related to the concept of consensus. That is, when a consensus is gained at a particular school, a proposal is forwarded to a decision-making body at the district level where all stakeholders in the process sit. If people at the school agree, chances are good that the higher body will also agree and support the site proposal.

If an occasion arose, however, where it was necessary to submit a plan to the state for a waiver, there is still a good chance the waiver would be granted. According to one state department official, more than 2,000 waivers are submitted to the California state Board of Education on an annual basis. Apparently no request for waiver is ever denied. Perhaps simply knowing a waiver process is in place serves to reassure some people contemplating change. The tool is available if needed.

The guidelines adopted by the district appear to offer direction without smothering school employees with yet another paper blizzard.

Even though there are now 43 school staffs involved in the restructuring program, everyone in the district isn't necessarily buying into the process. A review of the number of schools in the representative levels appears to indicate that elementary staff members are more willing to attempt new approaches than high school faculties. Is this a matter of size? Or, as some critics claim, do high school people represent a different species and, therefore, require a different set of change strategies? Whatever the reasons, high school faculties seem to lag behind when potential changes for improvement are put to a vote.

School activities

Although it is impossible in this chapter to outline the different activities in each of the 43 participating schools, here is a sampling of developments.

The staff of Wilson Academy of International Studies is implementing a new "house" structure. Students are subdivided into three smaller groups known as "houses." The houses are located in different buildings and contain students in grades 6-7-8 who will stay in a designated house throughout their career at Wilson. All students from the same family are in the same house. Each house has its own counselor. The goal is to establish closer bonds with students and their families and to keep track of student needs. To implement the program, every certificated person must teach at least one class.

The Central Elementary School began an Extended School Program on September 11, 1989. The year concluded on July 25, 1990. Clearly, this type of change represents a major shift from the traditional time schedule adhered to by most schools. The staff at the school added 24 instructional days during which they will provide special activities to enrich and reinforce the regular program. This program is being closely watched as it has the potential to significantly influence thinking regarding about the amount of time students spend in school. (Even with the addition of some 24 days, the actual amount of time in school is still somewhat less than the amount of time students in Japan and West Germany attend classes.)

Staff members at Jefferson Elementary aimed their skills and attention at one curricular area— science. The site project is funded by a local businessman in a partnership arrangement. Over time, the staff has generated a thematic science program called "WOW"—Windows of the World. Students at each grade level study a different environment ranging from oceans to rain forests. There is little doubt that these students will learn to give serious attention to Mother Nature, who has not been treated well in the past.

The ninth-grade Technical Magnet Program at Kearny High School has been a direct development of the restructuring process. Sixty-two students are currently enrolled in the program and the class is expected to double in size next year. New classes will include a course in media communication and perhaps an experimental course in manufacturing.

Sixth grade teachers at Mann Middle School restructured their Reading/Language Arts curriculum into a literature-based English Language Arts Program. Planning meetings took place where teachers reached consensus on the essential ideas of the existing program. Needs in reading and written language that were indicated by recent test scores were also considered. Curriculum writing time was provided for a team of three teachers and the program was put into action fall 1989. The program is off to a good start as both teachers and students seem to be experiencing success.

At Taft Jr. High School a modification was made from a departmental structure to interdisciplinary grade level teaching teams. Each grade level team has a team leader. Three team leaders coordinate with the principal through the dean of students. The teams will take on an increasing share of responsibility for policy making and decisions on issues which affect the team.

In brief, then, activities in the San Diego Unified School District are happening on many fronts. No two schools seem to be exactly alike in their approach. The dynamics which make up the needs of students and the capabilities of teachers are different in different locations. Undoubtedly some programs are more imaginative than others. Imagination, however, does not guarantee a positive bottom line—enhanced student performance is the bottom line.

Assessment

Activity for the sake of activity or change for the sake of change doesn't, necessarily, produce improvement. A critical issue is, "How does one assess the results of the restructuring attempts?"

In this day and age, there is a tendency to assess student performance on the basis of test scores. Most educators agree there is more to the assessment of student outcomes than simply referring to standardized test scores. Too frequently, though, there is more rhetoric than action when it comes to defining criteria other than test scores.

One challenge confronting those involved in the restructuring initiative is to define indicators of student performance—other than test scores, or in addition to test scores. A specific department in the district office, lead by Ruben Carrido, is examining alternative approaches to assessment. Undoubtedly it will be necessary to demonstrate achievement on traditional criteria, such as performance-based outcomes. People in the district are currently examining the consolidation of the standardized testing program and portfolio assessments. From an outsider's perspective, alternative assessment explorations may be among the most promising outcomes to emerge from the current restructuring work. Conceivably the new assessment approach may provide direction for future curriculum development activities as well as for the pros and cons of various organizational configurations.

As one reviews the careful assessment work in the district, there are clear indications district representatives are serious about defining what they are calling "Authentic Assessment." Possibly new approaches and instruments for assessment will be generated. A major presentation on assessment was given to the Board of Education in February 1990. Reportedly, some external assistance from personnel engaged in a special project underway at Harvard, Project Zero, has helped to put a new perspective on a long-time problem. Breaking new ground is never easy, but the work the evaluation group is doing is something which has been needed for quite some time, something which can benefit students and educators well beyond the San Diego Unified School District.

Hurdles?

Considering the short time the restructuring activities have been initiated, there are many early signs of success. One leader in the district summarized the strength of the project as follows:

- Leadership of the superintendent and the Board of Education.
- Bringing employee groups together within the district to increase collaboration and trust.
- Exposure of teachers to new ideas and new strategies for implementing the new ideas.
- Involvement of the Matsushita Foundation.

Nearly everyone in the district offers positive comments regarding new developments—even though different people define restructuring differently. Whatever is happening, there appears to be a general feeling that improvements can be made in a large, urban district.

Even though there are many examples of strength, there are also problems associated with change. Fortunately the district leadership is cognizant about the hurdles which continue to get in the way of progress. More importantly, however, the district leadership not only recognizes what needs to be done but implements a strategic plan to attack the weak links in the chain.

One large hurdle looming in the immediate foreground is based on the need to provide training to top leadership at each of the school sites. The Effective Schools' Research and the Manger's Study of Educational Leadership both offer substantial evidence that schools tend to mirror the image of the principal—for better or for ill.

If the evidence is accurate, some faculty members who believe the leadership at the school is first-rate may be concerned about the possibility of "losing" their principal to a more attractive job. (And in the San Diego City district, there should be a number of "promotional" vacancies in the next decade as the percentage of practicing administrators scheduled for retirement is relatively high.)

Perhaps as a tribute to the restructuring program at certain sites, some principals have agreed to forego personal career advancement to remain at a school through the pilot years of site-developed plans. This is a major professional commitment and for some people a personal sacrifice.

But principal-leadership is not the only concern. As stated in a district report, "A strategy and systematic approach to retraining experienced staff and inducting new staff are essential if the district is to make significant progress in restructuring. The cost in delaying retraining for members of the workforce is as great or greater as the delay in replacing or maintaining district equipment."

In particular, teachers—according to a district report—need to learn new instructional approaches to meet the needs of learners with different learning styles and to learn to coach one another. The opportunity to benefit from the wisdom of other professionals in the classroom is an important component in the entire improvement plan. Fortunately the district is making an effort to start on some corrective action at the present time.

The Board of Education recently adopted a staff development policy that will guide the long-term development of human resources. A new teacher retention program is in its third year of operation. Professional practice schools are being developed. A peer coaching pilot program co-sponsored by Policy Analysis for California Education (PACE) and the Stuart Foundation is underway at three elementary schools. (See other articles in this book regarding merits of peer coaching.)

Perhaps one of the most difficult challenges for leadership in the district will be to figure out how all the pieces of the puzzle fit together. Keeping the pilots juggling—at the various sites as well as at the district level—all at the same time is both risky and exhilarating. When people at different sites move in different directions, maintaining an understanding of what is happening is at best difficult. (Maybe there really isn't a need to keep everyone on the same page of the proverbial textbook.)

Another hurdle to overcome is one often overlooked in many districts, i.e., incentives and recognitions for improvement. Ongoing methods of recognizing and rewarding school and central office personnel as they experiment and succeed in restructuring initiatives are needed to stimulate change and to signal the district's future direction to those not engaged currently in the change process. One way to get other people involved is to demonstrate that success is rewarded.The district is currently experimenting with rewarding school clusters that increase student attendance by rebating a portion of the newly generated Average Daily Attendance revenue. Similar financial incentives are being discussed for the retention of potential students at risk and recovery and retention of student dropouts. In short, participants in the district's programs are giving attention to the importance of "celebration" options when program expectations have been realized. Success begets success! Leaders in the district are interested in and concerned about the need to communicate successful endeavors.

In any large district the importance of open communication is paramount to survival. When many people do so many different things, as they are in the SDUSD, the importance of positive communication is further magnified.

To help with the communication requirements, a number of different outlets are used. Speeches at workshops and conferences, show-and-tell sessions with people inside and outside the district, faculty meeting discussions, presentations to school board members, and a newsletter (*Restructuring In Our Times)* are only a few avenues used for communication. To date it appears staff members in the district have been able to stay on top of the communication needs and at the same time have not generated a gap between what is said and printed and what is actually happening in the classrooms. Practice is consistent with verbage.

Close

The San Diego Unified School District may never again be the same—and that is a prophecy on which many people are counting. More of the same isn't likely to produce the results so desperately needed by students in the district. What has been launched has great promise. The future is in the hands of those who are creating their own destiny. Perhaps what is being defined in the San Diego schools will serve as a beacon for other inner-city schools. The importance of the San Diego restructuring initiative stretches well beyond the district limits. Participants in the grand design are marching boldly to meet their challenges; our leaders for tomorrow need for educators to be successful today.

Solana Beach School District

Background

The Solana Beach School District is located about 30 minutes north of San Diego, primarily west of route #5. The district office looks out to the Pacific Ocean. Perhaps the idyllic setting allows people in the district to be visionaries, to ponder the future.

There is greater probability, however, that the ability of people within the district to use their personal creativity is more a matter of leadership style than a matter of aesthetics.

Superintendent Raymond Edman believes people in the district need to unleash whatever constraints prohibit them from becoming the best they can be. Says Edman, "Individuals have different abilities and capacities for growth. Each individual should be encouraged to accept responsibilities and achieve to his/her greatest potential. The organization should avoid imposing general rules and regulations designed to protect against 'mistakes'. Such rules and regulations tend to be designed with the least competent individuals in mind, and uniform application of those rules will tend to force all individuals to perform at the lowest common level of competence."

A positive belief in people generally helps to produce significant results.

Creativity

The central office leadership in Solana Beach emphasizes the importance of decision making at the level closest to the problem. For all intents and purposes, then, most—but not all—decisions are made on site. Clearly, quality leadership at each school is a top priority.

Not only is great care extended to the site leadership selection process, but once selections are made an on-going training program is available for administrators. Administrative development is so important, the superintendent conducts training on an on-going basis. (The same priority is given to the selection and care of teachers. This action underscores the fact that education is a people-oriented business.)

Perhaps one reason there is a decentralized approach to decision making is because the district profile of students is changing. What once was a cozy coastal area where residents seemed more concerned about the level of the surf than the level of the stock market is changing. Paradoxically, the community is simultaneously becoming more affluent and more needy.

At the same time the seaside locale is taking in more commuters who do much of their business in San Diego, minority populations are growing in numbers. In 1989-90, 18 percent of the school population was made up of Hispanic children while 11 percent of the school population included students from numerous Southeast Asian countries. Meeting the needs of the community and the students requires creativity.

Indeed, one example of a district-sponsored program which demonstrates creativity is the $330,000 adult literacy program. The literacy effort uses a family systems approach to learning. That is, all members of the family study together to learn a new language. Many school district representatives support the family system concept in theory, but people in Solana Beach have put the theory into practice.

Instruction for members of the family takes place in the evening when all members can attend. Young people and adults seem to enjoy practicing their language on each other. In essence, each family member is a coach to other members in the family. According to one of the instructors, the teachers learn more about family relationships in other cultures by interacting with members of the literacy class than by simply reading about them. Both teacher and students learn at the same time—and a mutual respect for the others' culture prevails.

Space here does not allow for a full review of the many creative activities underway in the district. Hopefully a selected overview will suffice.

Rationale

People in the Solana Beach School District have taken the time necessary to establish guiding principles which they believe will nurture creative solutions to complex problems.

An organization value statement prepared by participants in the SBSD decision-making structure has this to say:

"Traditionally, school districts have been organized so that most of the decision-making resides in the central office staff. This tends to stifle creative actions, so that much of the potential effectiveness of the principal, the teacher and other staff goes unrealized. What is needed is a total school district learning management plan that places instructional decision-making as close to the learner as possible, and encourages two-way initiating action. This learner-oriented management process best begins with the measurable identification of learner needs as related to societal requirements, both present and future.

- Top priority should be given to the needs of the learner, rather than the teacher or to administrative convenience.
- For the individual to be creative, he/she must have freedom and authority to make decisions.
- With freedom goes responsibility, and with responsibility goes accountability.
- Freedom to make decisions is kept within the broad policies of the Board of Education.
- Decentralization achieves relevant, measurably greater creativity than centralized decision-making.

"Decentralization requires that confidence be placed in individuals to make decisions. A basic assumption is that educators are competent; that they are knowledgeable and have the necessary problem-identification and problem-solving skills.

"The concept of the self-fulfilling prophecy is placed in operation; that is, people will tend to become what we expect them to be. If educators are viewed as competent creative individuals they will BE competent individuals. This basic assumption must be accepted and is essential to the success of a decentralized approach to learning management. Thus, educators within a district are given both authority and responsibility until they prove themselves incapable of exercising such authority and responsibility.

"Decentralization allows creative, high potential managers to exercise their talents creatively; at the same time it identifies those managers who are basically dependent and unable to fulfil management responsibilities.

"Decentralized decision-making in a school district requires that all segments of a school community develop a tolerance and enthusiasm for diversity, whether they be members of the Board of Education, the superintendent, principals, teachers or citizens in the community. There should be agreed-upon common basic goals and objectives for the district as a whole.

"The ways the various individuals and groups of individuals work toward the achievement of these objectives may vary greatly. We should recognize the requirement, as well as the desirability, for each individual to have the freedom to be unique. Recognition that principals have differing leadership styles, teachers have differing teaching styles, the students have differing learning styles is essential. When we recognize this, it follows that we must also recognize that there will be a diversity in educational programming within a school district.

"In decentralized decision making, a decision should always be made at the lowest possible level and as close to the scene of action as possible. Moreover, a decision should always be made at a level insuring that all activities and objectives affected are fully considered. The first rule tells us how far down a decision should be made. The second how far down it can be made, as well as which managers must share in the decision and who must be informed of the final decision.

"Decentralized decision making means:

- Before making a decision which will directly affect an individual, that individual is entitled to be heard as to what she/he thinks the decision should be and how she/he perceives the effect of the decision; and
- After such a decision is made, that individual is entitled to an explanation of the reasons for the decision.

"Shared decision-making should NOT be confused with various forms of abdicating of responsibility for making decisions — such as permitting decisions to be made by majority vote, by consensus or by committee.

"There will be occasions when members of the organization may not participate in the decision-making process. However, once the decision has been made, members of the organization are expected to be supportive.

"Channels of communication should be kept as free and open as possible. Any person in any part and at any level of the organization should be encouraged to go directly to any other part or person in this organization for information or assistance needed to perform his/her job. 'Going through channels,' in the restrictive sense, is applicable only to situations involving directions, approvals or vetoes.

"Because decision-making is shared or decentralized does not mean there has been a lessening of the necessity for monitoring the process. Teachers and administrators will make decisions for which they are responsible and also accountable. In general terms, 'the buck has to stop somewhere,' however, the basic characteristics of decentralized decision-making provide for many more positive factors to develop along the decision-making way.

"Some Basic Assumptions... These assumptions are inherent in the development of a decision-making model for an organization:

- Further decentralization of the responsibility and authority to control and administer education is a necessity.
- Neither a centralized nor decentralized control pattern can be totally effective.
- The issue is not: should we centralize or decentralize an educational organization? The issue is what powers and functions can best be centralized and what powers and functions can best be decentralized?
- An organizational pattern should be designed to accommodate the advantages of both centralized and decentralized operations.
- Any decision-making organizational pattern should be consistent with value - goal - purpose base of the educational system
- Any decentralization pattern will fail if it is not preceded by work which carefully delineates and clarifies the differing roles and responsibilities of the various participants in the decision-making process.
- There is no single centralization - decentralization pattern that can be adapted or adopted by all school systems, or even schools.
- Alternative patterns of decentralized decision-making should be developed, implemented, and constantly evaluated."

The decision making model and process in the district is based on a set of values which has evolved over time. The values base for decentralization is stated as follows:

Every individual is unique.
Every individual has unlimited potential.
Every individual is of infinite value.
Every individual is more important than things.
People—given knowledge and truth— will make wise choices.
Power must be shared—otherwise it corrupts.
An open society is highly desirable.
Formal education should increase, not decrease, individual options.
Values in America are and should be pluralistic.

(For more information and discussion on the topic of "values," please refer to the Point Loma Nazarene College Case study contained elsewhere in this book.)

With a decentralized decision model in place, a model based on several valued assumptions, people in the district have found solutions to a variety of current problems, problems which will likely be magnified in the future. There are solutions to most problems when people have a will and a way to reach solutions.

Cause and effect

Sometimes people have difficulty deciding whether troublesome situations are causes and/or effects. For instance, is the situation of latchkey children a cause and/or an effect? And, in the long run are distinctions about causes and effects more academic definitions than useful clarifications? Whether a cause or an effect, the problem of latchkey children is one which people in many communities expect educational leaders to solve.

What are latchkey children? In the broadest context, latchkey youngsters are children who need a caring environment after the parent(s) leaves for work in the morning and until the parent(s) returns from work at the end of the day. Some private day-care personnel attempt to meet the needs of latchkey children. Unfortunately, in most communities, the number and quality of day-care facilities lags far behind the expressed needs of parent(s). Too, with the media coverage of the alleged child abuse in day-care centers, parents are far more cautious about where they are willing to place their children.

Several mitigating circumstances have helped to flag the importance of quality child-care in Solana Beach. As indicated earlier, the Solana Beach community is rapidly becoming even more of a bedroom community. The weather and accessibility to the ocean attract people who can afford to live in the area, people who can pay the asking price on inflated housing costs, people who are willing to make the commute in exchange for a positive learning and living environment. Solana Beach is perceived to be different from what is found, conventionally, in many urban areas.

Solana Beach, like other communities, has its fair share of single-parent families or families where both adult members must work, often outside of the Solana Beach area. This latter example includes many minority parents, although the two-parent working family is not solely limited to minorities. Children of working parents often need day-care service.

Teachers in the district are also cognizant of the fact that well-rested students with a reasonably stable home environment usually are easier to teach than students who have little stability. Latch-key children who leave school and return to an empty home are likely to turn to television, or worse, for their care. MTV may not be the most appropriate viewing option for very young children. (People in one school district in New York came to the conclusion the influence of television was so negative, representatives from the PTA began a strong and effective TV tune-away program. The purpose of the group's work was to de-program young people who had become addicted to the tube.) Decision-makers at the school sites reasoned together to project a child-care service sponsored by the school district. This service appeared to be a wise alternative to having students go home to empty houses.

To make a longer story shorter, the SBSD began a child-care program. Today more than 500 students per week, ages 6 weeks to 12 years, take advantage of the service on a weekly basis. There is absolutely no question about the need—nor is there much question about the growth of the program in Solana Beach. One can hypothesize there are needs for the same or similar services in other locations.

Compelling coincidences

Even though there was a recognized need for quality child-care, several compelling coincidences brought together in unique and creative ways accounted for an action plan.

For instance, while aware of the need for child-care, teachers already were involved in a full schedule of events, especially in a school district where curriculum improvement is a top priority. It is difficult, if not impossible, to give attention to curriculum matters—if teachers have child-care responsibilities at the close of the school day. As an example of the curriculum emphasis, here are the high priority curriculum goals for the 1989-90 school year:

- Implement, monitor and evaluate the second stage of the science curriculum and integrate this curriculum into the science lab program.
- Write and field test the health strand of the science continuum.
- Implement new math adoption and include staff development and evaluation as major components of this adoption process.
- Update and add new literature units, including the writing skills needed for CAP.
- Explore alternative ways to deliver counseling services to students and parents and recommend the most promising practices for possible future implementation.

Curriculum goals in a small school district require the same teachers to participate in what seems to some as wall-to-wall meetings. In small districts the same people are compelled to wear several hats, to accept responsibility for more facets of the total operation.

So, although teachers realized the importance of child-care, most teachers felt their professional skills could be put to best use by working on curricular outcomes. Indeed, many teachers did not feel qualified to offer a quality child-care program to pre-school students. What's more, by the time school is out in the afternoon, most elementary school teachers need a mental and physical break away from young people. Essentially, then, child-care was considered important, but someone other than teachers needed to do the work that was involved.

Then, of course, there was the usual question, "Where will we put the kids?" Some districts attempt to put child-care students into regular classrooms at the close of school. For the most part, this option doesn't seem to work very well because the children have the tendency to "mess up" things left in the room by the students who use the location during the normal school day. The hand of fate is often a catalyst to change. In the case of Solana Beach, fate played a role in the implementation of a child-care program.

Most educators remember when Proposition 13 was passed. In Solana Beach the fund reductions brought about by the tax initiative coincided with certain demographic changes within the school district. A combination of limited funds and a declining enrollment helped to cause the closing of one school. By a compelling coincidence, the school was available to be converted into a child-care facility.

Now having a place to house the population to receive service, the next question was, "Where will funds be found to run the operation?" Certainly, with the limited "education" budget the district could not be expected to take on more students, especially since the pre-school population would not generate income from the state of California.

The fiscal matters grew even more complex as other child-care providers were concerned the school district would offer services to families at a much lower price than the "for profit" agencies. Considerable reassurance was necessary to convince people in other facilities that the school district did not plan to siphon off clients. The school district did not plan to go into major competition with the other agencies in town who were providing services. In fact, people in the school district did a quick study of the "for profit" procedures to see what could be learned from the private sector. Several important discoveries were made.

Findings

One important discovery learned from people in the private sector related to money. That is, funds for operating a child-care facility are not readily available from the California Department of Education. Consequently, child-care providers in the Solana Beach School District went through a fingerprinting requirement which allowed the district to be licenses to provide child-care via the Department of Social Services.

Moreover, district representatives learned many parents are willing to pay a reasonable fee for quality child-care. After study, the child-care facilitators who represented the district decided to price their services midway between the highest and the lowest service agencies in the community. The district entered the child-care service orientation as another option in the open marketplace. Parents were given one more opportunity from which to choose.

Perhaps another word about the "for profit" aspect of the child-care program is in order. Because the district is able to charge a reasonable fee for services, the child-care program generates income. Naturally all the usual expenses for the program must come from the service fee. Since the child-care program uses a "closed" school to house young people, the district is able to charge a square-footage fee for the use of the property. Income earned by the district covers more than the actual costs for staffing and maintenance. The surplus income, at least in part, is used to help support an aggressive staff development program in the school district. The type of creative problem solving illustrated here is found in many district decisions.

Because generating income is not a particularly high priority, the school can offer child-care scholarships when there is a need.

As with any "for profit" service, program success is judged, at least in part, by holding power. That is, if parents elect to place their students at another facility the district goes out of the child-care service business. Past and current holding ratios clearly indicate parents and students are positive about the program. A waiting list is now maintained.

The district adds two additional quality activities to make what could be a babysitting service function as an extraordinary benefit.

First, students are provided a quality program of activities within a quality environment. Very young children are fed, napped, offered recreational options in the activity room and are encouraged to participate in events on the special playground facilities. The children, ages 6 weeks to 2 years, also engage in speech, language and motor coordination activities.

Students age 2 and up through the 6th grade engage in music, arts and crafts, and physical development events. Additionally, school age children may be involved in homework programs, may participate in enrichment options, or may be transported to locations where they can participate in typical community activities such as dance lessons or Little League games.

For students at all ages the district-sponsored activities certainly beat the alternative of sitting mesmerized in front of a boob-tube.

For parents, a daily log is kept on each child to facilitate communication between the center and the family.

A second creative feature of the program is tied to the transportation arrangements. For parents who must leave early in the morning, the child can be left at the central facility. The child is then bused with other students to his/her regular school. The child is also bused to the child-care center after regular school is dismissed. This central system allows specially trained child-care people to provide service in a center which is very cost-effective. Teachers are not expected to provide after-school baby sitting services. (Teachers, in fact, take advantage of the option for their own children.) The district is able to generate a few discretionary funds which can always be put to good use. And the parents always know their children are in good hands. The win/win arrangement benefits all concerned.

Summary

People in Solana Beach School District insist they are not in competition with anyone. They offer their services because there is a need. They also offer their model for review by anyone who may be interested. Other school districts may be able to learn from this model. It may be especially applicable in districts where schools have been closed, allowing school buildings to be converted to other uses.

The model may also be transferable to the private sector. There may be instances when parents find the most appropriate child-care services are located at the site of their employers. Childcare has the potential to become a very important perk to workers at certain jobs. Some research already suggests worker absenteeism is reduced when small children are given child-care at or near the parent place of employment. Evidently, some businesses are skittish about offering child-care services because of potential liability factors. Attitudes on this issue, though, may change over time.

People in Solana Beach realize they do not have all the answers. They also realize, however, that they have managed to plow some very fertile soil for others in the same field. To spread the message about their efforts, a 10-minute video-tape has been prepared. The tape is available to those interested in viewing the state of child-care in Solana Beach.

Although the case study presented here places emphasis on the child-care program, any number of other imaginative programs could have been presented. When people are encouraged and allowed to make decisions on issues which affect them, creativity is likely to blossom. Few problems are impossible to resolve; most difficult problems simply require creative solutions.

Case Study

Vista Unified School District

Growth

Vista is a suburban area in North San Diego county. Only a few years ago the community was relatively small and rural. In fact many adults made the trek each day to their place of employment in San Diego. For many, Vista was a bedroom community, a nice place to raise children.

Vista is still a nice place to raise a family, but the community is exploding. Growth is everywhere. The demographic indicators are also changing. There are recognizable shifts in social and economic factors as well as in cultural and ethnic diversity. With growth and change comes the need to design and develop new schools.

According to the school district's letterhead, "The purpose of the Vista Unified School District is to educate all students to become responsible, thinking, contributing members of a global society." If, indeed, people in the Vista educational community are able to help all students accept responsibility, to think about why things happen the way they do and to contribute—to make life a little more palatable—for a global society, the schools will have made a significant impact. The purpose of the schools is noble. Implementing programs to meet the noble purpose is difficult.

The district administrators realize programs and activities to meet the school's purpose require support from all members of the community. This understanding in mind, the district launched a long-range planning process to move toward a common set of goals and outcomes to help guide decision-makers well into the 21st century.

Process

Nearly anyone who has ever gone to school has biases about what the ideal school should look like. Not surprisingly, however, one person's vision is a nightmare to someone else. Leaders in Vista, though, decided a planning process was important for allowing interested people in the schools' area to have a say in what schools should look like. Although all participants in the final design and program decisions might not be totally satisfied with the end-product, the opportunity to provide input into the vision was viewed as extremely important.

One phase of the involvement principle (for high schools) was started in the Spring of 1989. Selected students, parents, board members, teachers, community leaders, administrators and others participated in two, five-hour study events titled "High School of the Future Symposium." There were key-note speakers who offered ideas and challenges to the participants, but most of the real work of the group was done during small group brainstorming sessions. The large group gathered into cluster groups and discussion was facilitated using key questions as a focus.

Key questions

Significantly, key questions evolved around four themes which can be found in nearly any high school in the land:

1. The high school as an institution
2. Programs
3. Students
4. Assessment

Specific questions under each of the umbrella headings are particularly instructive:

Institution

1A. What is the role of the high school within the educational system, the community and society?

1B. Should any of the high school's current roles revert to the community, i.e., sex education, driver education, etc.?

1C. Should learning be the primary focus of the high school?

1D. Would the high school of the future look any different and if so how?

Programs

2A. What should course requirements for all students be?

2B. Should all students be exposed to a common set of materials or activities or goals?

2C. How can we streamline the core curriculum?

2D. How can the curriculum encourage higher level thinking skills?

2E. What is the role of the high school in preparation for the world of work for students?

2F. What should career and vocational education look like?

2G. What role should special programs such as ESL, special education, and teen parenting play in the high school of the future?

2H. What is the role of extra-curricular programs and athletics in our schools? What priority should be placed on academics?

2I. What should the priority be for developing programs and investing dollars?

Students

3A. Should we increase expectations for all students?

3B. Should we prepare all students for college? When and how would the non-college bound be attracted?

3C. What should our expectations be for the non-college bound?

3D. When should students be grouped and for what purposes?

3E. Should students hold part time jobs while they attend high school?

Assessment

4A. What should a high school graduate be able to demonstrate?

4B. What kinds of indicators can we use to track content and course-related achievement?

4C. How can we know if we are successful in reaching the outcomes we have set for students?

Responses

Obviously, space limitations prohibit a full and complete listing or analysis in this chapter. A complete report, however, is available from Don Phillips, Associate Superintendent in the Vista district. This case study, though, would be totally incomplete if some flavor regarding the responses were not made.

As one reviews the range of responses and ideas, one is struck with those comments where general consensus is apparent. One is also struck with the responses where participants appear to have very different perspectives on the same issue.

The comments given here represent a random selection of comments. For the purpose of this summary, the seventh statement for each major question was used. Hopefully, this random selection provides a fair representation of responses.

Instruction

1A-Role of high school is to prepare student to be a successful and contributing member of a global society.

- Challenge students to perform; strive for excellence.
- Prepare for the "real world" for next life step.
- Instill love of learning.

1B-Sex education to public health agencies/social services.

- Partnerships for athletics, music, band, work experience.

1C-Learning is the primary focus. The question is what learning is most important.

- Interpersonal skills. How to work with others to solve a problem or accomplish a goal.
- Problem-solving skills.
- Self direction, goal orientation
- Too much emphasis on athletics and extra curricular programs.

1D-Use projects—(Sample-Ancient Greece) and theme teaching integrating subjects (history, math, English and art)

- Recognize more diverse population (students, teachers, administrators), and capitalize on differences.
- Interdisciplinary approach.

- Reduce to three tracks.
- Increase use of technology to bring "school" into the home.
- Not to take away from top kids but expand quality for middle and lower levels.
- Need more support staff who are bilingual.
- Make certain diploma means something; performance vs. seat time.
- Encourage teachers to do research.
- Additional support systems for high-risk kids (remediation, computer labs, tutorials, counseling, study skills).
- Allow student and parental choice.
- Use peer (counselor) advisors to work with young students who are failing or troubled.
- Need more choices and time to accommodate them.
- Applied, integrated subjects.
- Apply high expectations by peers, teachers, staff.
- Possible required exploration classes focusing on basic skills per quarter—i.e., RDG-Math-Science-History then spin off on possible career exploration with speakers.
- Need for balance. High school needs to be fun but not easy—should be demanding so as to produce.
- IBM Corporation-sends IBM managers/employees into field to do community service. Have these persons speak to students; let them see real world—a piece of reality.
- What would happen if we had vouchers?

2A-Core curriculum —English, language arts core, literary works implementing state frameworks, model curriculum standards.

- High schools of the future should — keep kids in school, teach students to be able to synthesize what they've learned, build self-esteem, educate minority population, assure that students can express themselves verbally and in written form.
- Pass competency tests.
- Writing.
- Students profit if class produces an end product to see. Need for gratification after completion of a class: Drafting, vocational education class and fine arts.
- Hands on classes — figure how things work, use manipulatives in mathematics.

2B- Life skills (balance checkbook, budget).

- Achievement tests.
- Standardized tests can test critical thinking.
- Fundamental skills/behaviors for all students — attendance, communication, loyalty, read and compute, get along with others.

2C- Think about International Baccalureate Model.

- Provide intense common core without electives through 10th grade — empowerment and accountability, integrated knowledge, synthesis of ideas not facts, team teaching, blocks of time with same students and teacher, close groups.

2D-High achievers (college bound) — challenge, keep them out of classes that are too easy, stress vision/goals, need to be well-balanced (rounded), socially capable.

- Kids in Middle — take away (tracks) strands, continue to challenge and expose to exciting curriculum, encourage achievement, more focus needed, more training, more "student of the month/quarter, look at middle students who are responsible and improving efforts.
- Students At-Risk — identify and intervene at an earlier age, i.e., elementary level. Motivate students to learn and be successful. Emphasize not where you are, but how far you have progressed.

2E-Same core curriculum as all students.

- Part time employment — is it helpful and useful? Or negative for students?
- Integrate vocational education into core curriculum.
- Careers should not be the focus until age 16.
- Need to prepare students to know options and make choices.

2F-Provide direction and additional support.

- Inclusion not exclusion.
- Newcomer Center-Immersion programs, bring non-English speaking up to minimum level within 6 months.

2G-Extracurricular activities should — teach getting along with others, increase the appreciation of the value of academics, not distract from academics, relate to district goals, provide a common experience.

- Cooperation — socialization, self-esteem, opportunity for variety/well-roundedness, stimulation to further learning.
- Academics have priority, but balance is important.

2H-Smaller classes.

- More alternative programs for at-risk students (especially at middle school).
- Focus on importance of personal relations.
- Counseling/guidance program through teachers (home room structure) who are trained in parenting and intervention.

3A-Keep student and parent expectations high.

- Train staff to work with all.
- Get kids to want an education.
- Help students understand how subject matter relates to their lives.
- Elementary teachers should begin using "big words" more frequently — define, use, relate to real life.

3B-All students should be provided the same core curriculum. Students should work together during high school in small groups focused on interests. As students move through the curriculum, options should be provided to select courses that meet college requirements. Students who do not desire to attend college are able to choose different course options that prepare them for alternatives to college. Ideally, all students should have similar kinds of experiences early in their high school experience and then begin to choose the direction they will go after high school. Courses would differ in junior and senior year, but students would continue to be a part of the same group with a similar focus or interest.

- 90 percent of jobs of future will require some college.
- Establish an outcomes-based performance curriculum.

3C-All students should be exposed to a common core.

- Test similar to ASVAB (skill and aptitude test used by the armed forces).
- Job skills.

3D-Up to 16 years of age, students need basic knowledge, basic skills.

- Mixed emotions — nice to have kids with similar interests together, concern for self-esteem and quality of educational experience for low achievers.
- Parents need more information about expectations within trades.

3E-Depends on individual.

- Provides communication between school and employer.
- Find tie in with school, make working a learning experience.

4A-Acceptable understanding of fundamental mathematics assessed through competency.

- Technological competency.
- Computer literacy.
- Work ethic.
- Survival skills.
- Foreign Language.
- Physical well-being.
- Capacity for retraining — learning new jobs.

4B-Portfolio shows progress over time (achievement).

- Outcome-based, competency-based performance.
- Changing "grading" concept to competency statements.
- Acknowledge importance of published test scores but add senior projects, teaching to outcomes, application of concepts, portfolios of projects.

4C-Establish desired outcomes.

- Observe ability to cope.
- Utilize performance and demonstration of proficiency, dropout rates, decrease number of students failing classes, number of students meeting goals they set for themselves, number of students who go on to college and complete college, consumer satisfaction surveys of students and parents, exit competencies (maximum, not minimum).

Plan and action

Once areas of consensus were reached, selection action was started. The Vista planning and action process allowed people to move ahead on those priorities where there was general agreement as well as an opportunity to discuss further those ideas and concepts where agreement was not clear.

According to Don Phillips, Associate Superintendent, "Our first move was to discover where we agreed. Too often people battle over areas of disagreement before finding a common set of shared beliefs."

The process used in the district is one where there is enormous involvement for those people interested in helping to determine what should happen in the high school of the future. The professional staff is primarily engaged in determining how selected activities will be implemented. Funding made possible through recent legislation (SB 1882) is providing valuable financial support to help foster relevant school improvement and staff development activities. People in the district are cognizant that some staff members will need to learn new skills.

On going effort

Following the original consensus-building forum, a compilation of the participants' responses, two recent high school exit surveys and a survey to parents were used to prepare for the 1990 Symposia in March and May. The data from the surveys helped to provide a foundation for the next steps in the on-going planning/action process.

The organizational structure for the March symposium evolved around three questions posed by Sandy Williamson using the metaphor of "student as worker" as the theme. Specifically, three questions were posed: (1) How would school be different for students? (2) What would the teacher do differently? and (3) How would schools be structured to accommodate such changes?

The groups had the clearest sense about what students would be doing. Instead of being passive receivers of information, students would be active, engaged and held accountable for their work—including assessment beyond other grades and standardized tests.

Many similarities surfaced with regard to how the classroom experience would be different. Most groups talked about a change from students working in isolation to students working in groups, but having individual accountability. Group 17 provided a comprehensive statement of this shift: "Students would be different in that they would: discover, be more responsible, be encouraged by peers, be tutored by peers, become positive role models, integrate learning, and be more excited about their own learning."

Another theme had to do with students setting their own goals, standards, and outcome measures. According to several groups, in order to motivate students to do their best, they (the students) need to be involved with determining what content they will learn. Nearly every group talked about students working by using higher level thinking skills. The student as worker metaphor clearly precludes memorization of content as the primary learning activity.

Interaction with the larger community was another theme found in a number of reports. Groups talked about practicing job skills in the community while others saw the business community moving on to campus to work with the students.

A final theme focused in the challenge of preparing students for a world in which change is a norm. Graduates in the '90s will be changing jobs more frequently thus they will need both breadth and depth in communication, thinking, problem solving and cooperative skills as well as the ability to deal with change.

Several groups talked about the advisor/advisee approach to organizing for guidance services as well as the AVID model for all. Expanding the TOK model for all students within the context of a "homeroom" over a four-year period was another idea suggested for a restructured school.

Parents as partners in education were mentioned several times, but not developed other than to indicate the on-going need.

A key concept from several groups was the notion of the burden of regulation from state and federal governments as well as from local policy and negotiated agreements. The total number of minutes a student spends in class is meaningless if the teacher provides some form of "busywork" or does not challenge all students.

In brief, the March symposium offered an important form for lively discussion and affirmation of some beliefs.

The May 29 session was considered the event to bring closure on one of the early steps in the improvement program. At this session Grant Wiggins was featured. Wiggins is nationally recognized for his efforts which focus on critical thinking skills, actively involving students in the learning process. He is known further for his work to develop assessment systems that measure students' abilities to demonstrate key skills rather than relying solely on a paper and pencil test. The Wiggins presentation was quite timely, especially when everyone in the school business appears to be wrestling with the task of identifying student performance indicators. Phillips cautions, "Activity for the sake of activity isn't especially beneficial. We want an assessment system which will give us information on the attributes, knowledge base and skills that we expect all students to have when graduating from our schools."

The assessment issue is one which will likely continue to attract even more attention over time.

Summary

As the people in the Vista Unified School District look ahead to the next century, they can take pride in the fact they already have a fine educational program, a program which has long been characterized by excellence. People in the district are functioning from a position of strength rather than weakness. Participants engaged in the planning process are quick to point out success stories as well as to suggest areas for further development.

Conceivably, similar statements can be made about most secondary programs throughout the United States, although there are some comments in the report that are unique to the Vista scene.

The difference between Vista and some other places, however, is the willingness of the players in the educational community to continue their quest for excellence—on many different fronts at the same time.

For example, the effort with the High School of the Future Symposia is only one of the many pieces of the district effort to restructure the schools. The move to have all schools go onto a 163 day YRE calendar at the K-8 level has been challenging, providing both stumbling blocks and new opportunities to a quality education for all of the youngsters in the district. Recently, too, Rene Townsend, Superintendent in the Vista Unified School District, was able to secure a Pacific Telesis grant for one of the elementary schools that will involve about $1,000,000 worth of training for the school site for the next several years.

In addition, efforts to move forward with site-based management and other notions growing out of the Danforth involvement continue to grow. The fact is, the district has a long-standing tradition of being involved and having many balls in the air at the same time.

Keeping track of the next developmental steps in the district should be enlightening for other similar districts in the state of California.

Appendix A

Annotated Bibliography

Video tapes

1. "Planning Curriculum with a Futures Perspective"

This is a 21-minute video tape produced by the Association for Supervision and Curriculum Development. A number of speakers such as: Willis Harmon, Sherry Schiller, Robert Bundy and others provide background information about possible futures. Moreover, this video suggests specific actions which can be taken today by people in the schools to embark on directions which seem most viable. There is a small workbook which goes with the video; the workbook contains two questionnaires which could be used by people to obtain insights about where different school populations are in their thinking about the future. Even though this is an abbreviated video tape, it is probably the best presentation available. The video can probably be used in at least two ways: (1) as a kick-off for getting people to think about the future, or (2) as a stimulus for those thinking (after reviewing other materials) about activities for individual schools.

2. "High School"

This is a video tape produced from the public television program aired following the release of Ernest Boyer's *The American High School*. The video makes an effort to illustrate some of the changes taking place in our society and the challenges these changes pose. The video also contains many of the recommendations found in the book. As one reviews the recommendations some are quite controversial. The Carnegie Commission Report on which the film was based received widespread media attention when released, perhaps more than some other reform reports produced in the recent past.

3. "Focus on Education: Learning-Centered Schools"

This video is an interview between the author of *Horace's Compromise*, Ted Sizer, and Ed Newmann. Sizer is one of a few "reformers" who calls for a diminished mission for the schools. There will probably be adequate people who will debate whether or not the mission he proposes is consistent with the needs of students and/or the nation in the future. Newmann raises a number of points which typically come from lay audiences and it is interesting to see how Sizer responds to the questions. One will probably gain more from reading the book than from viewing the video, but the tape is not a bad substitute if time is short.

4. "Focus on Education: Japanese and U.S. Education and Economy"

This video offers a panel discussion wherein the educational systems within the United States and Japan are compared—based upon studies supported by the U.S. Office of Education and the Japanese ministry of education. While the American study team concluded there were a number of things which might be transferred from the Japanese system to ours, the Japanese concluded the U.S. had nothing to offer at this time. One member of the panel is a Japanese-American student who studied in both systems. His comments are especially interesting. One major difference between the two systems is illustrated by the role the family—especially the mother—plays in the education process. Clearly, in the foreseeable future the U.S. will be in competition with Japan on a variety of economic fronts. Does the education system make a difference in this competition? Is the Japanese system better or simply different?

5. "Focus on Education: Values in the Classroom"

This video is from the popular series of public education programs sponsored by the American Federation of Teachers. From this tape a three-member panel, moderated by

Michael Shaheen, discusses recent court cases in Tennessee and Alabama which have focused on what some call "textbook" censorship. The plaintiffs (parents) argued successfully in court that the textbooks (including the *Wizard of Oz*) were either anti-god, or depicted roles for girls/women which went against the beliefs of a particular religious orientation. A corollary concept covered by the video is related to "choice" in the public school setting. Apparently more and more parents are turning to the courts for relief from perceived grievances. Some who study schools anticipate an increase in this trend. What are the limits to choice which can be offered by schools in a pluralistic society? Will there be greater or lesser choice in the future?

6. "Reform in Rochester"

The format of this video is one in which Ed Newmann interviews the president of the AFT from Rochester, New York. Rochester's board of education, apparently, has entered into a "high pay, high accountability" agreement with the teachers' organization. A veteran teacher, for example, can make up to $70,000 during the school year. Beginning salaries approach $30,000. Teachers are evaluated by peers rather than administrators. Theoretically, teachers make most of the decisions regarding resources and logistics. Based on the notion that those expected to carry out decisions should be involved in making the decisions, the AFT representative believes changes are possible when the best of the best are attracted to and retained in the system. The AFT president points out teachers and administrators need to stop pointing fingers at one another and, instead, learn to work together to resolve problems. Is peer evaluation a desirable thrust for the future? If 50 percent of the current teacher corps has been replaced by the mid-1990s, what strategies are available to get and keep quality professionals?

7. "Teacher accountability"

This video features Ed Newmann interviewing a researcher from the Rand Corporation, Linda Darling-Hammond. Darling-Hammond has investigated ways school districts and state legislators attempt to achieve accountability in the educational arena. Again referring to the implementation of action following decisions, Darling-Hammond suggests teachers need to make more decisions about what is taught and what instructional strategies should be used. Then, teachers should be held more accountable for the outcomes. Interestingly, the commentary provided by the interviewee seems to refer more to instructional procedures than to student outcomes. To support the position indicated by the Rand representative, there are other educational authorities who seem more concerned about delivery techniques than results on the part of students, perhaps because of the myriad other influences which have some impact on learning. This video is especially provocative—it covers many of the age-old questions related to accountability in education as well as a few surprises which may or may not ring true with one's empirical data. Darling-Hammond contends, for instance, that teachers who observe other teachers are "tougher" with feedback than administrators who make classroom observations.

8. "Future Schools Now"

This is one in a series of video tapes prepared for the San Diego Unified School District in conjunction with the San Diego County Office of Education. In this video, Bertha Pendelton interviews Benjamin Bloom. Special emphasis is directed at "mastery learning." Bloom calls for a specific five-step process with attention given to students at the early elementary level. Moreover, Bloom makes significant references to the role of parents in the learning process. He suggests there is a myth related to the socio-economic level of parents (in regard to education), even to the extent that the home environment in the context of education is a better predictor of student success than data regarding the finances of the family. Bloom's central theme is that all students can (and do) learn when there are appropriate conditions established in the school and home. The question is, then, "how can members of the family support what happens in the school, both in terms of attitude and expectations for assuring student responsibility?" Bloom argues persuasively that when students work at higher level thinking skills, students at the same time enhance their lower order skills.

9. "The Man Who Saw the Future"

This video tape is narrated by Orson Wells. The tape provides an historical analysis of the Nostradamus Quatrains. Interestingly, Nostradamus predicted with uncanny accuracy some of the events of our times—the world wars, various inventions, political and geological activities. Some of his predictions are yet to happen—including one possibility there will be a major earthquake in new city (some people believe this is a reference to San Diego). The video is a little unsettling, but there are certainly a number of implications for education and for students in the schools.

10. "Restructuring Schools—San Diego Unified"

This video is approximately 60 minutes in length, featuring Bertha Pendelton from the San Diego Unified School District and keynote speaker Ken Tewel, former principal in New York City. San Diego has launched a "restructuring" effort as its way of dealing with education for the year 2001. Pendelton provides input for those attending Super-Saturday (a day attended by teams of teachers and administrators from some 41 district schools—all volunteers) by offering guidelines for restructuring and sharing with the group "belief" statements. Tewel describes efforts made at schools where he was involved, how people pulled together to achieve improvements. Tewel suggests there are three questions people should keep in front of them at all times: why?, why not? and why can't we. . .? Tewel indicates today's schools are on probation and unless improvements are made there will first be suspension and then expulsion. His arguments are powerful. Says Tewel, "changing schools around is about as easy as moving a cemetery."

11. "Seminar by the Bay"

This is a series of tapes (four in number) put together by the San Diego Unified School District—which covers four days of planning for restructuring. The video tapes cover the efforts of many people within the SDUSD to work together. Considerable background has gone into the program in SDUSD in an effort to get teachers, administrators and members of the community to work together.

The Matsushita Foundation is providing some resources for restructuring in San Diego—fiscal resources as well as human resources (consultants, etc.). The foundation is working with a number of districts around the United States in school improvement/ restructuring efforts.

People who use the video tapes will likely want to run through the four tapes rather quickly for an overview of what is contained—and then use those portions of the tapes which seem to be particularly applicable. The tapes generally begin with a major presentation; there are several very fine topics covered and the information is quite good. Using the tapes is an excellent way to obtain the services of some high-visibility people who have some important ideas about the future.

Audio tapes

1. "Communication and Technology"

This tape was made from a speech by John Naisbitt at a national conference on computers and technology. Naisbitt is the noted author and futures forecaster. The tape is enlightening, provocative and humorous (he gets in some "fun" by poking at politicians). Perhaps one of the most important parts of his presentation is his interpretation about what is happening (and what is likely to happen) with what he describes as "high-tech, high-touch." His argument is contrary to the one offered by another forecaster, Alvin Toffler, in *The Third Wave*. At the conclusion of the speech, Naisbitt gives a run-down on anticipated changes from past to present and into the future. Some projections are questionable. Naisbitt probably provides one of the best descriptions about the changing U.S. economy and the impact of these changes on people concerned about the future. This is a tape definitely worth hearing and pondering.

2. "Planning for the High School of the Future"

This audio tape provides a recorded presentation of Gordon Cawelti's speech to the National Association of Secondary School Principals. Cawelti, executive director of the Association for Supervision and Curriculum Development, has been involved with a special project over the past two decades in which some 50 high schools around the country have made an effort to chart the future. Cawelti indicates most efforts come from four areas: (1) restructuring the secondary school, (2) defining appropriate curricula for the students, (3) improving the quality of instruction, and (4) taking advantage of available technology where appropriate. Cawelti raises several "so what?" questions with his audience regarding the plethora of demographic data. He suggests more attention should be given to an analysis of teaching and learning. He also argues forcefully for time and decision-making power for those at the site level.

Articles

1. "Conditions of Education in California, 1986-1987"

This publication provides a rich source of data regarding everything from demographic trends to student uses of drugs. The study probably provides more specific, vs. hypothetical, data than any other source at this time. Of special interest to participants in the ACSA project are the comments regarding curriculum and school reform. (The material included in the kit is a summary of a larger report prepared as a policy analysis statement by Jim Guthrie and Michael Kirst. The complete report is listed in the book section.)

2. "The Report of the Commission on the Year 2000"

This report was prepared for the New York City schools. It takes a look at the usual issues of governance, school and community (business) involvement, incentives and sanctions (accountability) for educators and standards for learning. It isn't especially provocative, but does contain a recommendation that private schools not be ignored in the process when looking to the future. Apparently private schools in large, urban areas such as New York have retained a strong image of excellence. This report is especially interesting in light of the Alberta, Canada "new school" laws being promoted there. In many ways the Canadians have an easier opportunity for looking at the future than the people in New York (and the rest of the United States) as the Canadians have been in existence for only a relatively short period of time. Some of the constraints of bureaucracy have not strangled our neighbors to the north.

3. "Framework for the New School Act" (Alberta Education)

This draft document is from the province of Alberta in Canada. Numerous people there have given serious thought about the future of schools and have written proposed legislation regarding the schools. It is interesting to note in the proposed legislation that parents will be held far more accountable for the involvement of students in the act of obtaining an education. Writers of the proposed legislation have also made some efforts to change the structure of the school.

4. "Schools of the Future: Education Approaches the 21st Century"

This article is out of the *Futurist Magazine* and it presents some of the same ideas as outlined in the book schools of the future. The authors list nine factors which will have an affect on the schools. At least some of the factors have been reduced in importance as a result of events which happened subsequent to the article. This probably is a good article to review as it illustrates how sudden changes in circumstances can cause adjustments in projections. The article illustrates just how difficult it is to predict what will happen in the days ahead.

5. "Teaching the Great Issues of the Future"

This is an article which debates much of what was written in the book *What do our 17-year-olds Know*? Both publications complain about textbooks in the social science field. Each offering suggests a different strategy for making improvements. Strong arguments can be built for both cases. This is probably a helpful article for those concerned about the selection of textbooks and curricula for the future.

6. "Learning our Lessons"

This article begins by reviewing some of the major costs in education and the escalating dollar value being invested in an institution which the author (Perelman) believes is not meeting its mission. His answer is technology. Although he may not be particularly accurate in his answers to the problems, at least he has tried to take some of the implications of the evolving future and has made an effort to come up with an answer worth testing. He includes quite a bit on the rapidly expanding notion of "continued" training for people to accept new jobs. Apparently a large number of jobs belong in the endangered species category.

7. "Trends and Learning"

This brief but interesting article poses a series of paradoxes with which site leaders are currently faced. As the author says, the social, economic and political changes occurring across the United States are dramatically reshaping the institutions of both the public and private sectors. Successful institutions are reorganizing themselves in response to several trends. One trend is to share power. This article provides interesting and provocative information, many leadership implications are covered.

8. "Outlook '87"
This article is from the *Futurist Magazine* (December, 1986). The author provides a number of documented scenarios about possible future factors. Some projections are already evident, such as major shifts in demographic data. The article gives consideration to possible changes in: education, technology, computers and automation, work and careers, lifestyles and families, business and economy, health, environment and resources, world affairs and crime. This article offers a nice summary to many of the current writings on the future.

9. "Choosing a Proactive Role for Education"
This article was prepared by the Institute for Research on Educational Finance and Governance. In the long run, school finance may be one of the primary focal points to determine what should and can be done to influence the future of education. The article raises some interesting questions, but also provides very little concrete suggestions about what actions to take. Most of the article is directed at the influence of technology, especially the computer.

10. "Ten Social Trends Affecting Strategic Planning for Schools"
This one-sheet document is a handy little worksheet prepared by ASCD. Essentially the document makes statements about 10 evolving social trends. It then suggests some possible implications for those trends. The worksheet concludes by asking the reader to consider possible consequences which might be anticipated. The format of the worksheet might be used by members of participating teams to assist in getting other people involved in the process of considering the future.

11. "A Call for Professionalism"
This is one of those question and answer articles which features Al Shanker, executive director of the American Federation of Teachers. Shanker has changed over his tenure as leader of the teacher union. In the article the respondee makes a number of controversial comments regarding the teaching profession specifically and education generally. If the article represents "new" thinking on the part of teacher organizations, there are definite implications for schools—and the children who attend the schools.

12. "Technology and Education—Schools in the Third Wave"
This article is a little dated (1981), but it serves as an interesting refresher to some of the thinking of the noted futurist, Alvin Toffler. This article appeared in *The School Administrator*. At least some of the trends which Toffler discussed seem to be following the projected course of action. Other trends, however, appear to be considerably off course. This short article not only deals with futures' scenarios, but it also offers some of Toffler's thoughts about the need for a different leadership style. In short, he says, "I am under no illusion that it is easy for people who actually work with the system to make the kinds of changes I am talking about... Nevertheless it seems to me the agenda is clear."

13. "Education in the 21st Century: Scenarios as a Tool for Strategic Planning"
This article was prepared to illustrate how potential societal contexts might lead to a categorization system which facilitates and simplifies long-range planning and policy setting in education. The authors describe such an undertaking at Old Dominion University. Basically the strategy is one which might assist with "trend analyses." There are several interesting assumptions in the strategy which may or may not be shared by practicing administrators.

14. "What's Still Right with Education"
When people consider where we might be headed, there is a good chance the future won't look too bright, or that the investment people have made over time hasn't helped very much to resolve troubling issues. This refreshing article is a little old, but many of the principles cited in the article are as true today as they were when the article was written. One considering the future might also conclude the past hasn't been a total disaster.

15. "Flying and Seeing; New Ways to Learning"
This information is an excerpt from Marilyn Ferguson's fascinating book titled *The Aquarian Conspiracy*. The concepts and

ideas in this document deviate considerably from the usual literature on the future. This article has a psychological perspective which will probably not appeal to some readers. In places it is difficult to follow. In spite of the fuzziness of some of her points, the basic notions are well worth considering.

16. "A Carnegie Call to Action"

This brief statement was prepared by Tom Payzant, superintendent of the San Diego Unified School District, in response to the Carnegie publication titled *A Nation Prepared: Teachers for the 21st Century*. In the statement, Payzant seems to call for greater teacher participation in a variety of decision-making roles as well as for restructuring the teaching profession.

17. "Madmump Politics"

This brief article represents many middle-aged peoples' concerns about something not often discussed—the fact many educated baby boomers are quickly becoming disillusioned. The gap between the rising costs of advanced education and its declining economic payoff is analyzed. Many high school curricula are designed primarily for the college bound student, perhaps a disservice to some other students. The article raises several questions about the push for higher standards and the exclusion of other possible approaches. As has been the case in education for quite some time, the issue of relevance is pertinent.

18. "Carnegie Forum on Education and the Economy"

This is another contribution from the Carnegie Foundation. In this study the authors reviewed a number of issues, including promising trends in some portions of the country. The authors have concluded, however, that while there are little 'hot spots' here and there, there is also very little major coverage on a large scale. Unfortunately, for a variety of reasons the hot spots usually cool down and revert back to their original position. People involved don't have the resources to do that which they believe ought to be done. Being different, the hot spots sometimes suffer criticism from other people in the profession. The article focuses on one form or another of differentiated staffing—a concept now considered revolutionary when, indeed, a number of people tried to make sense out of the concept in the early '60s. Apparently the authors believe they have come up with something absolutely revolutionary.

19. "Changing Demography and its Implications for Education"

This article was prepared by the National School Boards Association. It offers some revealing data regarding the nation as a whole. As one reviews the data it becomes clear that San Diego County deviates from the norm. (See next reference.)

20. "Basic Statistical Information and Projections June 25, 1986"

This brief report was prepared by representatives from the San Diego County Office of Education. It illustrates the changing demographic landscape in San Diego County. Changes within the San Diego Unified School District are also included. Data are offered not only on the changing ethnicity of the area, but on the economy as well. This is a useful resource document.

21. "All One System—Demographics of Education, Kindergarten through Graduate School"

The data in this publication comes from the work of Harold Hodgkinson at the Institute for Educational Leadership. Page 10 of the report lists 21 projections extrapolated from current information. Some of the projections relate to issues educators have addressed prior to this time. Apparently some battles are being lost. Perhaps some current reform efforts are forcing a losing hand. For instance, the author states, "since 1980 the national figure for all students has declined from 76 percent high school graduates to 73 percent. The unintended fall-out from the spate of 'excellence' reforms will undoubtedly cut the number even further." The article is worth the time it takes to read. Here are a couple of teasers: "The range and diversity of higher education in the U.S. is a source of constant amazement—entering freshmen at some institutions already know more than graduating seniors at others," and "often we show a fierce dedication to the 'time' of an education while appearing confused about its 'content or outcomes'."

22. "A Speech by: David T. Kearns"

This article is a reprint of a speech presented to the Economic Club of Detroit in October, 1987. Kearns is the CEO for Xerox. In the speech, Kearns calls for major changes in the public school system. Kearns, a newly appointed member of the Carnegie Forum on Education and Economy, recommends specific restructuring in such areas as: choice, changes in the school schedule and format, educator professionalism, enhanced standards of student expectations, instruction in the area of values, and increased federal responsibility for the federal government. On the one hand, Kearns encourages greater autonomy at the school site and on the other hand he advocates increased accountability—calling for a national assessment of student abilities.

23. "More Things to Think About"

This article comes from *Harper's Index Book*. Several excerpts illustrate strange priorities. For instance, it costs more money to produce one episode of "Miami Vice" than to fund the Miami vice squad for one year. And, the defense budget allocates more money to military bands than to the National Endowment for the Arts. Interesting, too, is the statistic which reveals business spends essentially the same amount of money ($60 billion) annually for employee education programs as the total annual expenditures by U.S. four-year public and private colleges and universities. According to Harpers, 23.6 percent of black high school graduates are unemployed while 16.3 percent of white high school graduates are unemployed. This suggests white unemployment for this category in total numbers of people is significantly higher than black unemployment.

24. "Action for Excellence"

This article is a reprint of an earlier report prepared by the Education Commission of the States. Asserting there are serious shortcomings in our education system, the article proceeds to describe what must be done. Prepared for distribution via the National School Boards Association, one finds considerable congruence between the ideas expressed here and the ideas presented in the "Time for Results" report prepared by the nation's governors. Adequately stated is the point that despite intense interest and concerns, it cannot yet be said that any clear consensus has developed about what we Americans must do to improve education. One wonders, in fact, if there is a clear concensus for the mission of the schools in our pluralistic society. Is it possible to obtain national, state, local or site consensus?

25. "Educational Technology Program Descriptions"

The state of California has funded a few pilot districts to explore the application of advanced technology. Materials in this packet outline the districts, provide information regarding the strategies used with the technology and the focus for implementation. Additionally, descriptions for each of the districts includes a contact person. The following districts and schools are listed: Alhambra, Cupertino, Fremont, Bell High School in Los Angeles, Monterey Peninsula Model Technology Schools and Sacramento Model Technology Schools.

26. Additional Resources

The *Futurist Magazine* contains a number of resources to which one may refer. One of the better sources for new books on the future is listed on pages 38 and 39 of the January-February, 1987 issue of the magazine. Listed on these pages are new publications from the World Future Society.

27. "Educational Leadership" (February, 1988)

This ASCD publication is a complete issue (as illustrated by the table of contents) on restructuring. The guest editorial in the magazine suggests schools are into the second-wave of reform. "The clear message of second-wave reform is that we need to examine our basic philosophical beliefs about teaching, learning, the nature of human beings, and the kinds of environments that maximize growth for teachers and students alike." Specifically, the magazine contains some 17 articles on restructuring by well-known authors such as: Goodlad, Hodgkinson, Sizer, and so forth. It is interesting to note the modifications in statements made in this publication from some of the authors' other works.

28. "Speaking Your Language" (*US Air Magazine* May 1988)

This article describes a new development in computer capability that allows people speaking one language to communicate with people speaking another language. One communicating with people in Japan might type in English on a computer in the United States, but the communication comes out in Japanese on a monitor or on a copy machine in the foreign country. Apparently the translation is even faster than human translation. This type of program is expected to be operational in the next five years (1993). Those working on the technology indicate that ultimately the work will result in pocket translators people can carry anywhere.

29. "A Nation Still at Risk" (Newsweek, May 1988)

This article reflects the perceptions of former Secretary of Education Bennett. According to Bennett, after five years of reform efforts our schools have made significant progress but there is still much to be done—especially in the inner-cities. Bennett, not noted for beating around the bush, applauds some of the efforts that have been made to improve education in the United States. He also manages to get in a few good blasts against education in the inner-cities, against teacher organizations, and against institutions of higher education. Significantly, Bennett suggests the next wave of reform should slow down on the tinkering and focus on the substance of the curriculum.

30. "Long-Distance Learning gets an 'A' at Last" (Business Week, May 9, 1988)

It's been a long time coming. The arrival of the PC, the satellite dish, and the videocassette recorder offer sophisticated software that presents lessons with advanced graphics and puts huge amounts of data at students' fingertips. Students taking tv courses can capture lessons on their VCR and study at their leisure. And high-quality production can add a dimension unmatched in the classroom. Apparently teachers have been somewhat reluctant to use television courses, but it seems self-directed students are now beginning to go around the teacher directly to gain access to what is available.

31. "Education Reform in the United Kingdom"

This article describes some of the restructuring movements in the United Kingdom brought about by Margaret Thatcher's government. In short, one movement is to establish a board of education at each school site. People at the site are allocated money for their budget; they decide both how money is used and what results are obtained from the expenditure of funds. Says the report, "good management requires the identification of management units for which objectives can be set and resources allocated. The unit is then required to manage itself within those resources in a way which seeks to achieve the objectives. Performance of the unit is monitored and the unit is held to account for its performance and for its use of funds. These concepts are just as applicable in the public sector as they are in the private sector." Another interesting feature in the report is the idea of schools actively recruiting students in competition with other schools.

32. "Into the 21st Century—Long-Term Trends Affecting the United States"

This article is from the *Futurist Magazine*. Included in the context of the article are 71 long-range trends that may affect America in the future. The authors of the article are familiar futurists who have written widely. Perhaps the most significant portion of the article is included in the "educational trends" section, although many of the other categories may also be provocative. Clearly, the different categories are established to help the reader gain a handle on the projections—as the line that separates the different categories is fine indeed.

33. "Vision: California 2010"

This article summarizes a report prepared by the California Economic Development Corporation. Rightfully, the study group indicates California's greatest economic resource is its people—what the committee calls "human capital." The report describes what must be done to improve the quality of education in California. There are six general recommendations. This report moves more toward education coming from the private rather than public sector than other major reports.

34. "Restructuring California Education: A Design for Public Education in the Twenty-First Century"

This report includes recommendations made to the California Business Roundtable. This is yet another report on the status of schools in California and recommendations for what needs to be done. Perhaps the uniqueness of this report comes from the fact the "scholars" attempted to find promising practices already underway in various schools throughout the nation to illustrate what is meant, practically, by the recommendations. Whether the models suggested can be transplanted is a major question. The authors have gone beyond mere exhortations to do better.

35. Supporting Leaders for Tomorrow: Next Steps in the Relationship Between Business and Public Schools" - Occasional Paper #1, 1988

This publication was put together by the Institute for Educational Leadership. It is probably the best document to date to analyze partnerships between education and business. Included in the article are several questions that need to be addressed by those planning for the future. According to the report, business has been involved primarily in four major thrusts: (1) adopt-a-school programs, (2) employability initiatives for disadvantaged youth, (3) school improvement and support initiatives, and (4) advocacy for public education. The sponsors indicate no hard data exist that illustrate involvement has made a significant difference in student outcomes. The real question is, apparently, how serious is business in its intent to support educational restructuring? There are few specific recommendations in the report. As intended, the publication raises more questions than it answers. Probably a good primer for those interested in considering partnerships with business.

36. "Getting Down to Business: Next Steps on School Business Partnerships" Occasional Paper #2, Supporting Leaders for Tomorrow, 1988

This is the second occasional paper prepared by the Institute for Educational Leadership. Again, this paper focuses on the roles of schools and businesses in partnerships with each other. The article describes a number of relationships schools and businesses have fostered and concludes there are three major arenas wherein business can influence education: (1) redesigning of local schools to provide more autonomy to the school and staff, (2) creating professional incentives for the teaching profession and (3) creating mechanisms of accountability. Interesting, most of the commentary is based on "shoulds," woulds," "coulds" and "oughts." Not much has come from many of the collaborative efforts to date. In one study aimed high-risk students the number of projects that remained after a five-year period were very few. Apparently the potential for strong interrelationships exists, but much more interaction is desirable.

37. "Inside Mainland China"

This publication is one issue of Inside Mainland China. Clearly, as we think about the future it is necessary to expand our horizons to other countries. Especially, perhaps, to a country with a population of more than a billion people. Articles in this publication express biases from Chinese authors, some of whom are residents in Taiwan. If the articles are accurate, there are numerous problems within the socialistic structure, many of which are reflected in our own society. Apparently there is an internal movement toward an "economic commodity" which looks and sounds a lot like capitalism. Changes in ideology have brought a number of different reactions from the people—from the peasants as well as those who are in the military service. It is difficult to know what biases the authors represent, but the articles in the publication are fascinating.

38. "Comparison of Commission Report/ Recommendations" - EDCAL, October, 1988

This article attempts to complete a comparison between three major studies in California, each study calling for changes. The studies compared are the ACSA-sponsored Commission recommendations, the governor's Commission recommendations and the Business Roundtable recommendations. There are several similar recommendations as one might anticipate, but there are also several points of departure which are even more interesting. One thing is certain as one reviews the reports—a lot of people have a lot of ideas about what might help to improve schools.

39. "Proposed Policy Statement on School Restructuring"

Actually, this isn't an article, but a small document which describes three useful steps the Innovation and Change Committee in the San Diego Unified School District has taken to work on schools for the future, what they are calling "restructuring." The first document is a belief statement which indicates what the people in the district believe about change, students, schools, the district organization and the San Diego City Schools. The second document is a proposed policy statement on school restructuring. Most people believe it is important to have support from the local board of education before restructuring begins. The final document is an outline which describes the process of change as it takes place. This is a fine statement. The three documents are well worth the time it takes to read them.

40. "Schools Brief," The Economist, November 12, 1988
This article helps to explain some of the many changes which have taken place in our economy over the past 25 years. Much has been made about the change in our system from one of industrialization and productivity to one of "service." We are not alone in the shift. The changing profile, in fact, is consistent for most of the world economic powers. Interestingly, though, there appears to be a widening gap between the "haves" and the "have nots." There are some indications this may be a result of government noninterference. The article also offers data on earnings when broken down by sex and education. Apparently women and the better-educated people of both sexes have made greatest gains in income during the past 20 years. The article raises some provocative questions about economic issues that may have a variety of interpretations; such as, is one of the reasons our level of productivity has gone down because we have such a high level of people employed?

42. "Swedish Schools', The Economist, November 12, 1988
This article illustrates what Sweden has done to restructure its schools. They have, according to the article, been able to make some changes currently being discussed in the United States. For instance, the Swedes have been able to centralize the curriculum, to obtain considerable parent and adult involvement in the learning process, to increase the expenditure percentage of the gross national product percentage for education, to modify the reporting of student progress system, to adapt mixed-ability grouped classes. There is now considerable discussion about the possibility of vouchers in Sweden where vouchers follow the students. Even with the modifications, there are a number of people unhappy with the educational program and the current influence of politicians is definitely felt. One important part of the article illustrates how Sweden and West Germany implement apprenticeship programs into their system.

Books

1. "Which Way to the Future?"

This is a relatively recent (June, 1987) report prepared for the board of education, San Diego Unified School District. The publication was prepared by a blue ribbon committee charged with the task of charting the course of the city's future schools. There are five specific recommendations in the report. A few of the recommendations can be initiated immediately at individual school sites.

2. "Taking Charge of Change," (Hord, Shirley; Rutherford, William L.; Hulling-Austin, Leslie; Hall, Gene E.)
This ASCD publication is based on Hord and Hall's work at SWEDL (educational laboratory) through what is described as a guide to the concerns-based adoption model (CBAM). The model treats change as a process (not an event) that is accomplished by individuals who respond in highly individual ways. Developmental growth and operational terms are addressed by facilitators who focus on individuals, innovations and context.

3. "Curriculum Renewal" (Glatthorn, Alan A.)
This book provides an excellent summary on adaptive curricula and instruction. It builds on the premise that the curriculum grows out of teacher involvement and staff development. A very readable guide to criteria for evaluating a program of studies is included.

4. "The Best of Educations: Reforming America's Public Schools in the 1980s"
This report was commissioned by the McArthur Foundation. It examines events in state reform efforts by focusing on California and six other states. It concludes reforms are on the right track but that much additional effort is required. Political coalitions are examined and reforms are conveniently categorized. The lack of innovation in current reform efforts is addressed in a short chapter that calls attention to the reluctance of state legislators and educators to either recommend or fund technological innovations. Well-annotated and indexed, this reading has a very helpful appendix that summarizes reform reports in a narrative format.

5. "Looking at the Challenges of the Future: Providing for Tomorrow's Education Today" (Olivero, James L.)

This 1978 book takes a look at a variety of possible changes in our society, ranging from such topics as leisure and the economy through parapsychological alternatives. The book contains information about school districts that have made attempts to ponder the future and to implement new activities. Although the publication is more than 10 years old, there are a number of examples in the book which demonstrate what some schools are doing about the problems anticipated for the future. Action plans included in the publication may be of special interest.

6. "The Paideia Proposal: An Educational Manifesto" (Adler, Mortimer J.)

According to Al Shanker, this book will dominate education discussion for the next decade. And if to some it seems to go overboard (says Shanker), it goes overboard in the right direction. The demand for quality in public education is the only way to insure its survival. Although the book has evidently not dominated educational discussion, it is one of the reform books that not only describes difficulties but also offers specific suggestions about what can be done. This book points out, rightly, that educational institutions, even at their best, cannot turn out fully educated men and women. Perhaps one of the most intriguing facets of the Paideia group's proposal is the notion of the "same objectives for all."

7. "Educational Achievement: Explanations and Implications of Recent Trends" (Congress of the United States Congressional Budget Office)

This publication was put together at the request of the Subcommittee on Labor and Human Resources. The Congressional Budget Office (CBO) prepared this study of trends in the educational achievement of elementary and secondary students. The first part of the study, Trends in Educational Achievement, published in April 1986, presented an analysis of the achievement trends themselves. This paper assesses the causes and implications of the trends. In accordance with CBO's mandate to provide objective and impartial analysis, neither volume contains recommendations. At least theoretically, the report urges people at the local level to come up with their own solutions. Contrary to the Paidea proposal, this report suggests that educational initiatives directed toward the student body as a whole will not produce the intended effects with low-achieving students and may well risk eroding their recent gains.

8. "Conditions of Education in California, 1986-87" Policy Analysis for California Education (PACE)

This policy document analyzes such important elements in the educational setting as: the evolving context of California education; state government actions affecting public schools; the year in review; enrollment and student characteristics; fiscal resources; human resources; organization and control; curriculum and special programs; student performance; emerging policy issues, (including professionalizing teaching in california). This is probably one of the most carefully prepared documents to describe the current and future thrusts in California public education.

9. "Futures Across the Curriculum: A Handbook of Tools and Techniques" (Slaughter, Richard A.)

This booklet from Great Britain is a part of materials from a course on "The Future of Work and Leisure." The course draws explicitly on futures concepts and methodologies and represents a national "first" in that respect. The report suggests schools are poorly equipped to negotiate the present economic and cultural transition. The process of adjustment to new global conditions will not be easy and schools cannot play their part without adopting new methods to balance the common pre-occupation with the past. According to the report, Futures Study has been widely applied in government, business and industry. It is now time to put it to work in educational contexts. The purpose of studying futures is not to predict them but to gain knowledge and understanding of alternatives which return to the present as considered actions and choices. In a democratic society this is a process in which everyone can be involved.

10. "A Place Called School"

This is the widely acclaimed statement by John Goodlad and colleagues on what is and what should be the agenda for schools. Goodlad recognizes the school site as the most probable place for current and lasting improvements, some of the other reform reports to the contrary. Goodlad concludes, "larger numbers of people in addition to those closely associated with schools must detach themselves sufficiently from their cultural surroundings to recognize other possibilities for schools than those now prevailing. This will not be easy. Is it possible?" Perhaps one of the most significant facts in goodlad's quasi-study is the effort to look at the school as a gestalt and then to analyze how the pieces of the complex puzzle do or do not fit together. This book is important reading for educators.

11. "An Action Agenda for American Competitiveness"

This report from the Business-Higher Education Forum was produced by the Northeast-Midwest Congressional Coalition in 1986. The participants who studied the issue of competitiveness made 16 specific recommendations, many of which have direct impacts on schools. The recommendations, likewise, illustrate the point that schools can't do it all—that, indeed, there is a need for improved working relationships between many diverse agencies in the public and private sectors. Unfortunately, there may be no current mechanism to draw the desired mutual trust. Although agencies are interrelated, there appears to be no clear picture on how to exploit the strengths and to overcome the limitations of the groups, especially in their concern for rights to similar turfs.

12. "A Nation At Risk"

This is the famous report on the state of education in the United States. The report presents recommendations as well as what needs to be done to implement the recommendations. While there may be substantial agreement with many of the recommendations and implementation ideas, the report does not indicate "how" the proposals can be accomplished—perhaps because no one really knows. The commission which prepared the report authorized a number of "papers" to assist in the analysis of the many issues which confront school people. These papers are identified in the report, some may be worth pursuing further. As might be expected, a number of the ideas suggested are controversial. All educators, it seems, should take an hour or so to review this report if they haven't already.

13. "Time for Results—the Governors' 1991 Report on Education"

Lamar Alexander, governor of Tennessee, headed a group of task forces consisting of governors from other states in the preparation of this report. If the report is any indication, the governors are ready to take hold of the educational agenda for the future. One wonders whether their efforts will be in concert with educational leaders or whether the governors, via legislative and financial power, will mandate to the schools. Some of the important ideas in the report are as follows: states should create leadership programs for school leaders; parents should have more choice in the public schools their children attend; and now is the time to work out a fair, affordable career ladder salary system that recognizes real differences in function, competence, and performance of teachers.

14. "What do our 17-year-olds Know?" (Ravitch, Diane and Finn, Chester E.)

This is a report on the first national assessment of history and literature authorized by the National Endowment of the Humanities. Students who took this test answered questions about their patterns of doing homework and watching television, the kinds of books they read in their free time, the educational levels of their parents and the history and literature courses they took in school. The book reports these findings, relating them to the students' performances in this assessment. As a result of the study, the authors make recommendations not only to schools, but also to parents, libraries, the media, museums, institutions of higher education and policymakers. Readers of this book will find the questions asked of students quite interesting. Take the questions from the test and see how you and/or members of the faculty might fare. One must wonder what kinds of projections can and should be made from the results of the test.

15. "Educating Americans for the 21st Century: A Plan of Action for Improving Mathematics, Science and Technology Education"

This report, similar to other reports, bemoans the low level of math, science and technological understanding of our youth and then makes recommendations which at least theoretically will make all American elementary and secondary students the best in the world by 1995. The report is written with a certain amount of authority. One must, however, wonder if there is much understanding or acceptance for the findings and recommendations. Those who prepared the report indicated where responsibility for certain action initiatives should reside—from the federal level to those at the school site level.

16. "Program Quality Review for High Schools—Process, Criteria, and Self-Study"

This handbook is probably already available in most high schools as it defines what California, in general terms, expects the curriculum to reflect. Moreover, the handbook provides information regarding improvement processes which might be used by people in a school community to shift from "what is" to "what should be". The handbook is available from the California Department of Education.

17. "Program Quality Review for Elementary Schools—Process, Criteria, and Self-Study"

This handbook is probably already available in most elementary schools. Many schools in California use the guides in preparation for a program review. The format indicated in the handbooks makes the assumption that change and improvement take place primarily at the site level and that those involved in the self-study, which is promulgated in the handbook, are the ones most likely to come up with significant ideas for implementing improvement efforts. The handbook is available from the California Department of Education.

18. "The Third Wave"

The author of *Future Shock,* Alvin Toffler, wrote this book to provide further clarity on where we have been, where we are, and where we are headed. With the ambiguity which is forecast, Toffler indicates there is often confusion about what action needs to be taken. He also suggests, "...Supporters of neither first nor second wave policies can win in the end." Toffler's third wave is characterized by an advance to a new, more intelligent, sustainable, and scientifically based energy system—among other things. The bibliography Toffler used for background information is instructive in itself—many of the citings coming from works ranging from the 1950s through the 1970s. When Toffler wrote *The Third Wave,* many people were shocked by its implications. Today, though, there are many examples of the things Toffler predicted only without the major problems anticipated.

19. "Schools of the Future"

This book gives an in-depth look at what it will be like to go to school in the next 20 years and on into the 21st century—for women, minorities, and students young and old. Marvin Cetron, author of the book, believes schools will expand their responsibilities for teaching. Educational programs will, says Cetron, be planned and developed cooperatively with business and industry. He predicts, "because of the relentless pace of the high-tech revolution, workers will be displaced every five to 10 years and will need retraining at least that often." Cetron projects a number of different forecasts for the future, some of which may be questioned by others who have given thought to what lies ahead. The book does include some specific recommendations which may be useful to help promote dialogue.

20. "California School Administrators: Response to Commons and Carnegie Commissions' Reports"

This is a two-in-one report wherein an ACSA committee reviews proposals and recommendations made by several reform groups. Proposals in the report illustrate how a professional organization responds to "outside" influences. Interestingly, ACSA (as indicated in the publication) had several studies underway prior to the release of the reform reports and should, therefore, be in a position for action.

21. "A Nation Prepared: Teachers for the 21st Century"

This is the 1986 report by the Task Force on Teaching as a Profession prepared by representatives from the Carnegie Forum on Education and Economy. The report summarizes many concerns which have been expressed over the years about the recruitment, preparation, and retention of qualified educators. This report received considerable press coverage although the document contains most of the topics people associated with schools have discussed for quite some time. The "prestige" of the Carnegie Foundation may lend credibility to the contents.

22. "A School for the 80s and 90s: A Priority Search for Schools and School Clusters"

This publication was prepared by Eugene Howard, Colorado Department of Education. The department sponsored several studies for people in schools who wished to ponder the future. The document has several important features which may be worth considering: (1) an excellent bibliography on the future, (2) an instrument which can be used with staff members, students, and members of the community to project what the school of the future should emphasize, and (3) concrete suggestions for organizing and maintaining school task forces charged with projecting the future.

23. "High Schools of the Future: A Source Book of Promising Practices"

This is another publication from the Colorado Department of Education. This booklet provides specific information about schools in Colorado that have engaged in particular activities to prepare for the future. The publication contains a matrix which illustrates where most of the schools believe the future is headed. The publication may serve as a useful source of information for other school people who are considering similar projects.

24. Making Sense of the Future: A Position Paper on the Role of Technology in Science, Mathematics and Computing Education"

This report was prepared by people at the Harvard Graduate School of Education in the Educational Technology Center. The purpose of the publication is to explain what has been learned about technology at the center over the past half-decade and what the next thrusts should be. Authors of the report are apparently developing a new vocabulary with words like "infusion approach" and "metacourses." In brief, there isn't much new in the report. Here is one example (a final recommendation): "One aim of research, therefore, must be to identify the materials, resources, and supports that will help teachers in regular school settings make these adjustments and use metacourses effectively."

25. "Leaders"

This new book by Warren Bennis is one of the better documents that focuses on the complex qualities of leadership. Bennis does a fine job of summarizing the most recent research on leadership as well as offering recommendations based on his personal work. This book is similar to many other documents when it comes to specificity; that is, there isn't much that comes across on what needs to be done on a day-by-day basis—perhaps this is because it is easy to outline the science of leadership, but not the art.

26. The Next American Frontier (Robert B. Reich)

While many people are talking about outer-space as the new frontier, Reich builds a strong argument that the survivability of the United States as a first-rate power depends on a frontier of work on inner-space. He believes we must find ways to change our thinking from an either/or culture between business (economic) growth and civic importance (environmental, health, education) growth. He manages to get a reader's attention by pointing out that between 1973 and 1981 America's average annual increase in productivity lagged behind nine other major countries; that the American standard of living is now below several other industrialized countries; that unemployment is higher; that the life expectancy of the average American is lower than that of the average citizen in 14 other industrialized nations; that our levels of pollution are higher than those of eight other industrialized countries. Fortunately, Reich doesn't dwell too much on statistical information. He takes a broad swipe at inter-related events and attempts to clarify what causal events had impact. His interpretations of events may be accurate—at least worth analyzing—but his solution calls for "adaptability" (which has a somewhat hollow ring, akin to education's "restructuring"). Apparently the big problem is not with what needs to be done, but with the how to do it.

27. "California Commission on Educational Quality: Report to the Governor" (June, 1988)

Well, folks, here it is—what everyone has been waiting for—another report on the status of education in California. One has to wonder if the money invested in all the reports be better spent doing something about the problems. Contained in the report is a list of recommendations, at least 67 specific recommendations. The executive summary contains actions which could be taken by the governor today with no new legislation. It remains to be seen just what action will follow.

28. "Education by Charter: Restructuring School Districts" (by Ray Budde)

Restructuring the whole school district—not just individual schools—is the key to long-term, sustained improvement in American education. This is the basic premise of education by charter. In case-study style, the author has the new superintendent of the "hometown public schools" present school board and staff with a vision of how to restructure the school district over the course of a decade. The impetus starts with a gradual shift of the "responsible control" of the entire function of instruction to those who teach. This shift is accomplished by the hometown school board granting three-to-five-year "educational charters" to teachers organized according to subjects, grade levels, and/or schools. Included in each educational charter are provisions for semi-independent program evaluation and monitoring. The document provides educators with a blueprint for action that can serve as a stimulus and guide to planning and improvement. "Education by charter" eventually forces changes in all the major roles in the school district and enables school board and staff to institutionalize many of the more important recommendations made in recent major studies of education.

29. "A Beginning Look at the What and How of Restructuring" (by David P. Crandall and Glen Harvey)

This paper examines the why, the what and the how of restructuring. It describes the benefits of schools that have reorganized and portrays the changing demographics that demand new approaches. Harvey and Crandall define what restructuring is and is not and suggest eight "critical components" of restructuring. They also urge educators who have decided to restructure their school to address the three distinct phases of the change process: initiation, implementation and institutionalization. An appendix offers an annotated discussion of five ongoing restructuring efforts including the coalition of essential schools, the national network for educational renewal, NEA's Mastery in Learning project, the Holmes group and the task force on teaching as a profession. Prepared for the 31 Maine school districts that have joined the Maine Department of Cultural and Educational Services' restructuring project, the paper shares general learnings appropriate for anyone wanting to take a look at what restructuring means.

30. "Configuring the Education System for a Shared Future" (by Beverly L. Anderson, Education Commission of the States, and Pat L. Cox of the Regional Laboratory, in collaboration with Carleen O'Connell of Western Organization Consultants)

This paper, co-published by the Regional Laboratory and the Education Commission of the States, grows out of the authors' work with several groups collaborating to reshape education in their states, as well as their understanding of how organizations work and change. Although primarily conceptual, the paper is grounded in the reality of the current system. Anderson and Cox argue reorganization must involve all the "stakeholders," from students to governors, working together to understand each others' points of view, to develop a shared vision and to work toward that vision—an educational organization in which everyone wins, power is multiplied and shared and each participant becomes an active learner. The authors suggest workable strategies for developing a shared vision and initiating a process of restructuring.

31. "California Commission on Educational Quality"

This report was prepared for Gov. Deukmejian and is a relatively new document which will likely receive considerable attention from the governor. As one reviews the list of recommendations, the number of items which relate to "accountability" issues is somewhat eye-opening. There is definitely a press for greater cost-effectiveness demonstrated in the recommendations. This report may be considerably more specific about what needs to be done than some earlier Commission reports although many of the recommendations relate to the logistics of schools more than the substance of what happens in the classroom.

32. "Return to Greatness: Strategies for Powerful Improvements in our Schools"

This report comes from a commission formed by the Association of California School Administrators. The report, however, as illustrated by some comments from one of the co-chairs of the commission, does not necessarily follow a party-line as one might expect. For example, David Barram, vice president for Apple Computer, says, "too many educators don't want to fight for real improvements. The system is too complicated for them to do any more than grab what they can for their own district. While this report is critical and often unrelenting, we nevertheless believe that California schools already have talent and leadership." Says Barram, "there is plenty of energy and unleashed commitment that must be allowed to flourish." In brief, the report makes the following general recommendations: (1) California must recognize and adapt to changes in society; (2) California must promote local leadership; (3) California must build a partnership between teachers and administrators; and (4) California must significantly increase spending on education.

Newspaper clippings

1. "Bulk of School Funds Goes to Pay Teachers"

This article from the *San Diego Union* summarizes a recent study by the state Department of Education in California. The article illustrates how money is spent in a "typical" school. As might be expected, the bulk of available fiscal resources is invested in personnel; moreover, the prevailing myth about high administrative costs is at least partially dispelled.

2. "Better, Not Tougher, Schools Urged"

This article from the San Diego Union summarizes what the authors of a recent study on the humanities wrote in their book *What Do Our 17-year-olds Know*? Apparently the journalist talked directly with the book's authors and didn't bother to read the book—because what the authors said in the newspaper article isn't especially consistent with what was said in the book. The article and the book combine to illustrate one major problem faced by educators—getting the American public to maintain some consistency about what schools are expected to do with clients. Constantly changing expectations for schools keep educators on the firing line aiming at different targets.

3. "What Do Our 17-year-olds Know: A Critique"

In this clipping, William Ayers hacks away at the report which purportedly offers an overview on the state of literacy and historical knowledge among the nation's students. Ayers argues, "The assessment itself amounts to a trivia quiz." (While the assessment instrument in its entirety is not available to the public, the few items shared with readers in the book do tend to raise questions about the validity of the test, not to mention the validity of the conclusions. The critique probably goes well beyond the bounds of analyzing, objectively, the contents of the book. He mixes his attack on the authors with a few political and philosophical salvos of his own.

4. "TV Violence Changes Kid Play, Study Says"

There are many different studies on the impact television plays on students; this is another of those studies, summarized in the *San Diego Union*. The authors of the study suggest, "many children no longer seem to be in control of their play." Is this a new revelation or something which most people have observed for many years—in either case, what are the implications for schools? Clearly, television is not likely to go away; indeed, the more television available the greater the probability for both improved programs as well as for more garbage. Can and should school people make an effort to do something about this situation in the future—and what is the level of priority if schools should take on the challenge?

5. "Crowded Schools"

This editorial from the *San Diego Union* expresses at least one opinion regarding the crowded school situation and the possibility of a different kind of school schedule, including the year-round program. The author praises the Los Angeles Unified School District Board of Education for action to increase the number of year-round schools. Undoubtedly the new kind of schedule will have considerable impact on schools in San Diego.

6. "Study Finds Gap Between White, Minority Students is Widening"

This study was conducted by researchers from the University of Chicago. They looked at over 450 schools in the Los Angeles school system to determine if there were any major differences among ethnic groups when it came to learning. Essentially the report concludes that there is "a very strong relationship between the proportion of non-white and the proportion of poor students in a school and that both race and income are strongly related to differences in educational achievement." Not many people who work in urban schools are surprised by the results. Key questions still remain, however: What can be done about the problems? Is the school entirely responsible? Can school personnel turn the tide?

7. "The Debate: Fighting Aids"

This information was taken from the opinion page in *USA Today*. As is characteristic of this publication, viewpoints from both sides of the ledger are offered. The different points of view on the subject of AIDS are obvious, and one wonders if it is possible to reach some reasonable compromise. What should school people do about controversial issues? The subject of AIDS is one of those topics which is likely, in the future, to have an impact on both staff and students.

8. "Poverty Plagues U.S. Children"

This clipping comes from the *San Diego Tribune*. According to the author, the data from the clipping came from the Children's Defense Fund. If the data are correct, they are quite alarming and have clear implications about what may unfold in the near future.

9. "What the Smart Kids Read"

This clipping is from an editorial found in the *San Diego Union*. It represents an assessment of the proposal by former Secretary of Educatio, William Bennett for higher standards in the nation's high schools. One often questions the definition of 'higher standards' and the author provides a valuable counterview to Bennett. Perhaps the most serious issue raised in the clipping is the idea some schools may be so out of control they are also beyond reform. Says Raspberry, the author of the article, "we admire that handful of educators who have turned unlikely schools into hothouses of learning, but we don't believe that most educators are capable of such magic."

10. "Bill Bennett's 'Real Stuff'"

This is an article by Patrick J. Buchanan. Basically he supports what he calls the "Jesuit" curriculum proposed by Bennett but encourages even more rigor. According to Buchanan, "That one in six students receives this kind of education (the kind proposed by Bennett) suggests that the American people, the most generous on earth in funding education, are victims of an historic and tragic ripoff." The article, taken from the *San Diego Union* indicates Bennett's call for: four years of English, including a year each of American, British and world literature; three years of social studies, including one of Western Civilization and one of American history; three years of math, beginning with algebra and trigonometry and ending with calculus; three years of science, chosen from a selection of courses including biology, physics, astronomy-geology and principles of technology; two years of a foreign language; two years of physical education; and one year of the fine arts. Question: do "all" students need this required educational background? Another question: are the courses proposed currently available for people who want the knowledge?

11. "Tests for Progress"

This clipping is from an editorial found in the *San Diego Union*. As indicated by the clipping, there is a movement afoot to legislate a national exam for students at the high school level. Although there is a system in operation at the present time, developed by the Education Commission of the States, the current effort is experimental—involving a rather small sample of students. The U.S. has never had a test for all students.

12. "Do City Teachers Deserve a Raise?"

This clipping comes from the *Chicago Sun-Times*. Chicago, as many other cities, has been in and out of debates on the appropriate level of financing of teachers. Over the years, however, the general attitudes have undergone a change. In bygone years, the prevailing notion was, "teachers deserve more money, if we only had it available to give them." There seems to be a growing opinion, however, that even if the money were available teachers (educators) may not be delivering what they are paid to deliver. The Chicago article is similar to other articles found recently in Detroit, New York and even San Diego.

13. "Learning Disputes"

In this clipping, Mortimer Adler, author of the Paideia Proposal, doesn't mince many words taking on former Secretary Bennett's proposal to reform the U.S. high school. This critique is one which illustrates the conflict in society generally over what the true mission of the school should be. Those who have read both the Paideia Proposal and Bennett's proposal might be hard-pressed finding differences between the two, but Adler may be a little more specific about the "hows" than Bennett. Adler criticizes Bennett for an "elitist" model of education (the same criticism, incidentally, some people level at Adler). One question which might be raised is: where does the opportunity to be all one can be leave off and elitism begin?

14. "Humpty Dumpty's Lexicon"

This clipping is from a column by Albert Shanker. He argues the most recent word in vogue in the educational lexicon is "restructure", even though there is, perhaps, little agreement over what the term means. Shanker illustrates what he means by the term by referring to Holweide Comprehensive School in Cologne, characterized by major changes in the governance of the school. While a "foreign" school, Shanker believes the site models the major features which must be considered if true restructuring is to prevail. The clipping is from the *New York Times*.

15. "Miami Schools: Laboratory for Major Changes"

This clipping from the *New York Times* describes a major experiment underway in the Dade County (Miami) public schools designed to create a new management model for large urban school districts. The running of some 32 schools has been turned over to teams that include teachers and parents, similar in many aspects to school site councils found in California schools. The three-year project involves a shifting of resources rather than new spending. The clipping describes major decisions which have been made; the changes seem directed primarily at improving student learning opportunities. The experiment requires waivers of several contractural agreements as well as state requirements for schools.

16. "The Coming Pacific Era"

This article, from the San Diego Union (May 22, 1988), describes increasing pressures to turn U.S. attention to the Asia-Pacific region as compared with the European region. One report used in the article claims by the year 2010 China will have the second largest gross national product in the world. To date there has been little serious policy development regarding this part of the world. Given its growing importance, it is extraordinary that the Asia-Pacific region is the only one in the world that lacks any regionwide organization to help coordinate affairs. Obviously, if attention were turned to the East, there would be ramifications for our relationships with those in the West. The article once more illustrates how we have become a one-world operation and how the tenacles of interdependence grow ever tighter.

17. "Shanker Sees Change Necessary to Reform Education"

This clipping from a July issue of the *San Diego Union* illustrates that not only has the public, generally, recognized the need to improve educational opportunities, but the leader of the AFT also recognizes the fact and has gone on record favoring reforms. As might be expected, Shanker supports what the Japanese call the Theory Z approach to problem solving. Rather than have a national commission describe what needs to be done, simply go to the people closest to the problem, the teachers, and allow them to come up with their own solutions.

18. "Who Would Win a War of the Old vs. The Young?"

The author of this clipping uses several interesting pieces of data to conclude that the stage is set for general conflict—and the conflict will continue deep into the next century. According to the article, the real challenge for the future will be to show the young and old just how interdependent they are. Is one possible implication for schools the notion both groups need to learn more about one another?

19. "Electronic House Arrest: A Night with the Leather Lady"

This clipping comes from a Bangkok newspaper and the authors describe how some new developments in technology may be used to redeploy resources that once might have been spent for constructing new prisons. The article is interesting from two points of view: (1) advancements in technology, and (2) possible ways to look at ongoing problems but discovering new ways to deal with the problems. There are moral and philosophical issues raised in the article likely to be found in nearly any major effort to increase the application of technology.

20. "Teachers Not Given Key Decision Roles, Study Finds"

This clipping from the *San Diego Union* describes a study conducted by the Carnegie Foundation for the Advancement of Teaching. In essence, the teachers surveyed for the study indicated they had little input into key decisions affecting the operation of the school. If other research is correct, those who help to make decisions are more likely to implement recommendations. Educators may need to share more concerns for the involvement of teachers in the decision-making process. Relevant issues include questions such as: What decisions are appropriate? How do teachers and others make site decisions without intervening on school board territory and when? Where do educators gain the time to participate in decision-making processes? Whether teachers are in fact already involved is an interesting issue. The data is clear that teachers perceive they are not involved.

21. "Nation's Future in Space Hangs on Shuttle Launch"

The article from the *San Diego Union* parallels education in many ways. For example, after the terrible disaster of Challenger, the space agenda "restructured" much of the space program. As indicated in the article, "change itself does not guarantee more safety." As efforts are made on one component to improve the system there are related interactions on other components that also must be taken into account. Clearly, the space program is seeking to resume credibility for the program as well as to overcome various factors that led to problems. The fact the space program works on "things" rather than people problems (as educators do in schools) does not preclude the realization that improvements in performance are still extremely difficult.

22. "Results of Poll Upset Sociologists"

This article from the *San Diego Union* describes the results of a study conducted by sociologists from the University of Texas-Arlington. Apparently researchers are "shocked" at the results received from a survey that included some 20,000 high school biology teachers. Researchers found nearly 30 percent of the nation's biology teachers would teach creationism rather than evolution and approximately 25 percent of the teachers believed some races of people are more intelligent than others. Assuming the findings are correct, what are the implications for education? For instance, is the First Amendment of the Constitution which calls for freedom of speech in conflict with what is an apparent racist value system? Is there any way, even if desirable, to change values often supported more by emotion than by fact—even when the people with the values are, at least theoretically, "scientists?"

23. "Top World Finance Leader Says No to Forgiveness of Third World Debts"

This is a clipping from the *China News*. Obviously people in other parts of the world are as interested in the economy as many people in the United States. This article illustrates how the world is tied together and how the activity in one place is likely to influence action in another place. Perhaps the most interesting aspect of this article is how it is interpreted in light of the clipping which follows.

24. "S'pore Has More Money than it can Spend"

This clipping is also from the *China News*. Amazingly, since Singapore gained its independence from the British Crown the country has been on an up-hill climb. Singapore, perhaps, is the most modern country on our globe today. Apparently they now have so much money they can't find things to construct for the internal infrastructure. This has occurred, in fact, while individual savings in the country have grown remarkedly. Singapore is a country run by a benevolent despot. Most of the people in the country, although there is some growing dissent among young people, are very much in favor of what the government has been able to accomplish. How is it some countries can flourish while other countries continue to dig deeper holes?

25. "Improve Education—Can We Afford Not To?" *Los Angeles Times*, Alibrandi, Joseph F.

The author of this article summarizes some of the major recommendations from the California Business Roundtable. One of the major recommendations is that schooling be expanded and focused. Apparently this means starting students to school at an earlier age and, at about age 16, offering students an opportunity to select some sort of career option. In some ways, the recommendation seems to parallel educational programs in Sweden and West Germany. Another recommendation is that of establishing accountability based on local school performance and parental choice. If this recommendation was carried out, it would greatly decentralize decision-making authority. One must wonder, however, at the potential differences between parental wishes and legislator/judicial expectations—and whether parental desires would be honored. There are other salient recommendations in the report. As with most recommendations, they are global in concept and the actual implementation of any such recommendations may require more pain than pay-off.

26. "Corporations Investing in their Future by Contributing to Pre-College Education", *San Diego Union*, December 18, 1988

Undoubtedly, the future will bring forth an era where there is greater and greater collaboration between education and the business community. This clipping illustrates a relationship between education and corporations; the corporations are giving more and more money to universities—earmarked for teacher training and projects to improve education from kindergarten upward. A couple of the corporate grants are aimed at Hispanic girls; trying to get them to "break with cultural patterns and accept college as a possibility for girls as well as boys." Interestingly, grants from corporate giving seem headed toward higher education rather than public schools. The Arco Foundation acknowledged they tested the public school waters and pulled out, prefering to concentrate on more traditional and more immediately satisfying needs of higher education. As might be expected from the corporate sector, foundation leaders are interested in tangible results. A representative from the GE foundation said, "what we see already is positive gains in students' testing, but there also are intangible gains—changes in student attitudes, increased self-esteem."

Appendix B

The Education Profession Rewards and Incentives

Consideration

Nearly every major study on the topic of reforming/restructuring schools contains a line or two expressing the importance of increasing rewards and/or incentives for teachers. Some of the recommendations fly in the face of "party line" statements offered by teacher organizations, however.

The Carnegie Commission report titled "Teachers For the 21st Century" in fact, recommends both a differentiation in roles played by members of the educational orchestra and a reward system designed to compensate those educators who contribute significantly to the schooling process. Mary Futrell, former president of the NEA, spoke in opposition to the Carnegie recommendation. Futrell suggested a change away from the single-salary schedule which has been in place for so many years would be tantamount to admitting the concept "...a teacher is a teacher is a teacher" is open to debate.

Of course, the NEA position is nondefensible. Nearly everyone associated with schools and learning realizes some teachers are more professional than other teachers—the same as some musicians are more professional than other musicians, the same as some doctors are more professional than other doctors, and the same as some students are different than other students. Amazingly, nearly everyone in the educational community, including students, parents and teachers, is also aware of the super-stars and the duds. Perhaps the only place where there is no recognition of differences is in the compensation (rewards and incentives) paid to teachers.

For instance, the single-salary schedule rewards teachers for longevity and graduate course (or inservice) credits. The theory goes, apparently, that the longer one teaches the more professional he/she becomes; similarly, the more graduate courses taken the more professional one becomes. Both of these theories are open to debate. Especially when many people at school sites realize there are some 5th-year teachers who are far superior to some 20-year teachers, except when the paycheck is put in the mailbox. The 20-year teacher gets the highest paycheck. Longevity on the job seems to be more important than what is done on the job.

Naturally, there are some 20-year teachers who out-perform teachers who have worked for only five years. Performance isn't totally based on the number of years a person has taught or the number of graduate courses a person has taken. Paychecks, though, represent something other than an acknowledged level of demonstrated performance. The question of why this situation exists is beginning to gain more and more attention.

Debate

The seemingly innocent little phrase "acknowledged level of demonstrated performance" seems to stand in the way of those who believe the traditional salary structure is built on false assumptions. That is, while many people believe the traditional salary guidelines are inequitable, hassles associated with alternative guidelines are both complex and elusive. Indeed, the possibilities of negative morale—a result, potentially, of looking at alternatives—may suggest the pain of a new solution is greater than any gains which might be achieved. Historically, the entire issue of rewards and incentives has been ignored—with the exception of adding more money to the single-salary format. Increments have continued until in 1990, the average teacher salary is $29,680. Why shouldn't some teachers make $70,000, or more?

Reasons for pain

At least three debatable issues emerge when alternative pay structures are considered:

- What criteria will be used to assess competency?
- Who will do the assessment?
- What processes will be used to obtain answers to the first two questions?

What?

The "criteria" question has been with us as long as teachers have been evaluated, perhaps because people in the profession realize teaching is both an art and a science—and that parts of teaching are difficult, if not impossible, to measure.

Even though criteria for evaluating teaching performances are difficult to define, the debate about "impossible" is dubious. Indeed, the act of teaching and learning is based—at least partially—on feedback and evaluation. Nearly every teacher, K-12, passes along some sort of judgment regarding students to the students' parents—even though the teacher's assessment criteria may not be based on valid and reliable data. While teachers evaluate students every day, there appears to be a tendency for the profession—as a whole—to be opposed to an evaluation process. Many teachers and administrators, in fact, prefer supervisors to keep away.

Most teacher evaluation criteria focus more on teaching than on learning. That is, evaluation criteria aim at determining if teachers execute effectively what is known about the science of specific instructional strategies. One instructional strategy, for instance, is "direct instruction." An evaluator, then, determines if the teacher can provide instructional delivery using the scientifically tested concepts of "anticipatory set," "modeling," "guided practice," "closure," and so forth. An underlying assumption is made that if the teacher does what is required when executing a direct instruction lesson, the students will learn. Doubtful!

Cooperative learning is another instructional strategy about which false assumptions may be made—when "learning" vs. teaching is considered.

While both direct instruction and cooperative learning are powerful delivery strategies, strategies more likely to produce desired results than some other strategies, no approach is student-proof. The important question for evaluation is whether or not students learn, not whether or not the teacher follows the prescribed formula.

In spite of the recognized limitations, there are a few places around the country where attempts to evaluate learning are made. Often these efforts come under considerable fire, perhaps because student test scores are used as the criterion for determining student learning. (Whether test scores are more reliable and valid than teacher judgement is another hot issue, an issue which tends to muddy further the already dirty water.)

Realistically, if something isn't done with the results of evaluations, there is not a lot of sense in going to the trouble to define what makes some people more effective than others. Uses of evaluation results vary by school district, but there are two or three uses that seem to be fairly universal, at least in theory:

- to improve instruction;
- to define staff development activities;
- to report to boards of education; and
- to retain or terminate personnel.

Even if the theory is correct, what happens in practice may negate the best intentions of the theory. For example, although teacher evaluations are supposed to indirectly improve instruction, at least two factors mitigate against this outcome. First, supervisors in most schools visit classrooms so infrequently that emphasis on the improvement of instructional strategies is not monitored for an extended period of time. Second, because observations are so infrequent—and usually announced—the supervisor may observe major strengths rather than instructional limitations. Sustaining observations for three or four classes in a row—the same class from Monday to Friday—is quite unlikely in most schools.

Even if a staff development program can grow out of cumulative observations of teaching limitations, there is little evidence inservice programs are related to much more than issues reflected by the most recent buzzwords. At least theoretically, staff development programs should be related to teacher needs.

Finally, people who have been around education very long are painfully aware of the fact few people are fired because of instructional incompetence. Teachers may be fired for insubordination and/or immorality, but seldom because they are poor instructors. Conceivably, a poor instructor can last forever—as long as he/she doesn't rattle too many chains or rock the boat on too many causes.

Perhaps the only true purpose of evaluations, then, is to forward reports to local Boards of Education, to assure caretakers of the system that the professionals are vigilant in their responsibilities for accountability. If this analysis is accurate, teacher evaluations may turn out to be too much theatrics and too little substance.

In summary, then, there are two major problems associated with the "criteria" issue: (1) defining the criteria that will be used for evaluation and (2) doing something useful with the results.

Who?

The next question which begs for an answer is "Who is going to do the evaluating?" In most businesses there is a very straightforward answer to the question: the boss. One wise sage made the comment once upon a time, "The boss may not always be right, but the boss is always the boss." The boss in the military is usually the next highest person in the pecking order. At school sites the principal is supposed to be the boss.

In education, there is a tendency for nearly all people, e.g., teachers, administrators, custodians, aides and so forth to work in positions where there is considerably less supervision than is given to employees who work at other types of jobs. Educators generally work in what organizational theorists call "loosely coupled" assignments.

When evaluations (judgments) are made about teachers, the paperwork is most often completed by the principal. Principals, on the other hand, are most often evaluated by extremely busy superintendents who may or may not get to a school site during the course of a year.

Principal judgments about teachers are usually made primarily on the basis of classroom observations—perhaps three or four snapshots of a teacher's performance taken throughout the year. The principal also bases judgements on performance by a teacher relative to assignments which take place outside of the classroom, e.g., participation on various committees, cooperation in faculty meetings, completion of reports by deadlines, etc.

The principal, however, isn't always the person who completes teacher evaluations. In Toledo, Ohio and Poway, California—two of a handful of places in the country—evaluations are completed by members of the teaching staff. In Poway, teacher consultants are very much engaged in procedures for evaluating district probationary teachers. According to Bob Reeves, superintendent in Poway, "Probationary teacher evaluation is part of the trusting, full-partnership relationship which exists between the Poway Federation of Teachers and the Poway Board of Education. The teacher organization, as well as the district, are committed to quality instruction for the students."

In Toledo, not only are probationary teachers included in the evaluative process, but so are tenured teachers.

Regardless of the district, evaluation of teaching performances, one way or another, usually takes place. And as might be expected, in some districts the process is considerably more precise and thorough than in other districts.

A case can be made in education (as compared to business) that even though a principal may be the boss, he/she isn't necessarily the best person to make evaluations of teacher performances. Or, even if the principal is the most qualified person in the school, the principal may have too many other responsibilities to adequately perform supervisory tasks.

Perhaps one alternative currently being tested in selected districts offers a creative solution to several of the evaluation constraints.

For all intents and purposes, evaluation is the responsibility of the principal, but teacher improvement (a primary part of the evaluation purpose) is carried out through peer coaching.

In this plan, teachers are not involved in evaluation, but they are involved in ways to improve the quality of instruction delivered in the classroom. Perhaps the most unique aspect of this approach comes from the opportunity for teachers, in concert with the principal-evaluator, to elect into a peer coaching option rather than be included in the more formal evaluation process. The option, of course, becomes available after a designated number of years of demonstrated effectiveness through formal assessments.

The advantage of the evaluation and peer coaching format to teachers is receiving feedback from qualified peers on strategies for instruction chosen by the teacher (rather than the supervisor) for refinement. Rather than demonstrating a teaching strength for the principal (not very many people want to be evaluated on the basis of limitations), the teacher has a legitimate opportunity to seek assistance on new strategies or to brush up on strategies already in his/her repertoire.

The peer coaching procedure, one can argue, is likely to bring about more improvement of instruction than the formal evaluation process. Clearly, most principals are aware of teachers on the staff who don't need to be evaluated every year. These teachers are professional in every sense of the word. For these teachers the conventional evaluation model to often turns out to be a matter of protocol to meet district guidelines for evaluation rather than a potentially powerful learning opportunity for teachers.

The advantage of the peer coaching process to administrators is obvious. If some members of the staff are involved in peer coaching—and excused from the formal evaluation procedure—the principal is able to devote more time and attention to the 8 - 10 percent of the faculty who need very close supervision. Principals realize classroom instruction is the number one priority in the school. It follows, therefore, that principals need to closely chaperone the few teachers who need consistent feedback. If a teacher, after careful attempts at assistance have failed, is terminated, then the termination ought to be made on the basis of on-going evaluations. On-going evaluation is more likely to provide due process assurances for a teacher than two or three sporadic observations during the school year.

At least two pieces of educational research support the peer coaching concept as an element in the evaluative process. Much of the research literature is summarized by the information from Art Costa and Bruce Joyce's work. Their findings illustrate many important principles of peer coaching. Costa makes significant distinctions between peer coaching and supervision/evaluation and how both processes can help to meet the formal evaluation objectives. The distinctions cast very different lights on the observation potential.

Joyce's research illustrates why the act of coaching is so powerful, especially if improvement of instruction is one of the primary purposes for conducting evaluations in the first place.

Undoubtedly, many of the points in the charts could be expanded. For the purpose of this paper, the notion of peer coaching is included simply to show an answer to the "who" question does not always have to be the principal. Indeed, some peer coaching proponents believe our "profession" will only meet the criteria for a profession when there is peer evaluation. There is at least some evidence to suggest the proponents may be on the right track.

How?

Whatever the answers to the preceding question, though, there needs to be some agreement among people so expectations can be affirmed. Clearly, there is no need to have a confrontational attitude about teacher evaluations. Unfortunately, the evaluation issue is more likely than not to cause a confrontation, perhaps more than any other issue—with the exception, perhaps, of salary negotiations. When one considers the fact that more than 90 percent of all evaluations are quite positive, one wonders why "evaluation" practices cause such disharmony in so many places.

Some concern about evaluations apparently arises from the process by which answers to the first two questions, stated at the beginning of the paper, are obtained. That is, perhaps there is a need for greater input into the process from people who are subjected to the evaluation procedures. A growing body of research suggests most people have a greater buy-in to procedures when they are involved in the process of decision-making regarding the procedures. A case might even be built which suggests the process for decision-making may be more important than the final criteria.

Evaluation, generally, is not a once-and-for-all-time decision. As with other facets of the educational system, the teacher evaluation process needs to be reviewed and, when necessary, modified for improvement. Keeping people informed about the rules of the game is usually enhanced when there is periodic review, feedback and appropriate adjustments. Periodic reviews seem far more powerful than looking at the system every ten years or so when a new superintendent or new board of education decides to hone in on accountability. A complicated teacher evaluation procedure, however, does not necessarily answer the accountability charge. The procedures too often look good on paper but are ineffective in practice.

The assumption here is that professional educators realize evaluation is a desirable part of a school improvement program. Because evaluation is so important, procedures need to be refined at least on an annual basis.

Attitude

Another reason there is much consternation with evaluative procedures may be an attitude on the part of educators expressed something like this. "I'm a professional. As a professional I know what I'm doing. Just get out of my way and allow me to do what I know is best for children." Whether or not this statement represents a prevailing attitude on the part of educators is open to debate. Conceivably, the attitude is prevalent primarily among those teachers who need supervision the most.

Somewhat central to the core issue here is the idea that professionals are allowed and encouraged to work independently, i.e., to be left alone. Indeed, there are some teachers who apparently believe they are self-employed—that they are not bound by the directions or guidelines advocated by the agency which forks over the paycheck at the end of the month.

If education is a profession, though, why is there a union? Do professionals have unions? Most people believe doctors and lawyers are professionals. Do they have unions? Even if they have unions (a questionable conclusion although both groups have organizations which look out for the best interests of the members), do the unions negotiate a single-salary schedule? Do professionals work on a single-salary schedule? Don't professionals negotiate their incomes on a combination of factors, e.g., laws of supply and demand, what consumers will pay, what services are rendered, what competencies are possessed (at least as perceived by users of the service)?

Do any of these factors carry over to the education "profession"?

Another criterion generally associated with a profession is related to specialization. That is, most people in a profession don't attempt to take on the entire field of study. Few doctors, for instance, are general practitioners. Doctors usually sharpen their interests and their abilities. Some become neurosurgeons, some become heart specialists while still others elect to work on research projects.

Attorneys, too, specialize. some lawyers become expert in the field of real estate, others in taxes, while others in criminal justice.

Even baseball players in the professional leagues usually specialize—relief pitchers, designated hitters, glove men and so forth.

Perhaps professionals have learned it is impossible to be all things to all people and, as a result, specialize the skills which give focus to their services. Teachers, however, are often expected to be all things to all people—to serve as substitute parents, to act as psychologists, to assume the role of a law enforcement officer, to participate as a collection agent, and to (when and if time permits) teach students how to read. The teacher's job is hardly specialized, with the exception, perhaps, of those teachers who may be fortunate enough to have an effective aide.

Most literature on the subject suggests there are five or six criteria which define a profession (as opposed to an occupation). Space here does not allow for a full discussion about criteria which supposedly qualify a job for a profession, but when one reviews the criteria it is clear there are two or three standards which may not match when "education" and "profession" are compared. One is able to have an interesting debate when the question of education as a profession is addressed.

Alternatives

Assuming, however, that teaching is a profession rather than an hourly job, then an incentive and reward system—based more on competency than longevity—may be worth considering. Indeed, people in a number of districts around the country have developed alternatives to the single-salary schedule and are pilot testing their ideas.

What are some of the alternatives? Although different districts may emphasize variations on the following themes, the options outlined here illustrate general concepts. These concepts include:

- merit pay,
- performance contracts,
- differentiated staffing,
- special projects, and
- staff determinations.

Merit pay

Much has been written about the pros and cons of merit pay. A review of the literature suggests merit pay works in those districts where people both believe and buy into the concept. Merit pay does not work in those districts where people don't support the approaches used to make a distinction between one teacher and another teacher. Perhaps the biggest drawback to the merit pay alternative evolves around the issue related to the perceived credibility of the evaluator. When there is doubt that the evaluator has the ability to make responsible choices, or there is a perception the evaluator distributes merit awards on the basis of friendship, then the merit concept serves as a divisive influence—often affecting morale quite negatively.

As a result of reviewing available literature, many people arrive at the conclusion there are more negative examples and experiences with merit pay than positive examples and experiences. One measurement of merit pay is related to the question of longevity, i.e., how long does the merit pay approach remain in effect in a given district? Perhaps the result was overlooked, but not one example of a merit pay program which had a life span beyond ten years were noted in the research review. This limitation suggests people within a ten-year period of time become disenchanted with the process and revert back to the single-salary system.

Regardless of past practices, a rising chorus of single-salary critics are singing the praises of merit pay. These people insist that even if past systems were flawed, there must be some ways to reward teachers who contribute significantly above and beyond the call of duty.

At least two variations on the merit pay theme may cause some educators to re-visit the idea. One variation has to do with "reward options." The second variation has to do with choice among staff members relative to anticipated levels of involvement.

In the past, most merit systems were designed in such a way that designated staff members received bonuses or other types of salary rewards for their superior efforts. Some districts now, however, have moved away from cash benefits to other options. In one New Jersey district, for instance, staff members may choose to receive their payments through services in lieu of cash. Some teachers' rewards are presented in the form of professional house cleaners who work on the teachers' homes. The teachers consider housework help more beneficial than cash. In the New Jersey district, teachers generated a list of rewards they cared about and worked for. The list went beyond the cash bonus, although cash is still available to those who prefer that option. Perhaps the salient reference for this type of optional system is the fact that teachers are allowed to chose their own options.

The second variation allows for a different type of choice. Teachers, at the beginning of the school year, decide what level of performance they will shoot for. There may be four or five levels to choose from—some levels are considerably more involved than others. And, of course, the levels of involvement are used to determine staff compensation. Teachers who wish to satisfy the minimal level of expectations are allowed to work at that level. Those teachers who wish to become very, very involved may also make a choice. Apparently, from a review of reports on this variation, there is strong peer pressure placed on those who elect "super involvement" to satisfy the conditions of that choice. No one is forced to make a specific choice, but when a specific choice is made, the person is expected to carry out responsibilities assigned to that choice.

Either variation on the merit theme is worth considering, but one wonders if the prevailing attitude about merit pay precludes any reasonable discussion on the topic. In some circles, the mention of the term "merit pay" is enough to start a minor altercation. Maybe options other than merit pay are more palatable to professionals.

Performance contracts

Another incentive plan under study and analysis in some districts is based on the concept of a "performance contract." There are a variety of performance contracts, but a general design is similar to the outline which follows.

Each school year, the local Board of Education defines five to 10 priority areas of concern and importance. Concerns may include: programs for bilingual students, gifted programs, day-care services, partnerships with business, at-risk students and so forth. The Board of Education approves the priorities and then calls for proposals from people in the district who wish to work on and give special attention to one or more of the priorities.

Individual educators and/or teams of educators (some teams include administrators) prepare a proposal stating what action will be taken, what timeline is applicable, and what evidences of success will be demonstrated.

A review of the proposals is made by a representative group in the district and, after the proposals are approved, educators are encouraged to implement the activities in the proposals. When objectives of the proposal are reached, members of the team are rewarded financially. If objectives are not met, there is no financial award. This "go/no go" condition illustrates what is meant by the term "performance contract." The level of reward is based on a figure included in the proposal.

Most people agree a performance contract is not a merit system; awards are given only to people who not only chose to work on a high priority item, but who are successful in meeting the outcomes expressed in the contract. In fact, many people liken the process to a contract athletic coaches receive in most districts—except there may not be as much pressure on winning for the coaches as for those who take on the extra duties outlined in the district proposals.

Apparently Board of Education members, for the most part, respond favorably to performance contracts. Board members can see action on their priorities as well as a built-in accountability system. The accountability system identifies criteria for success *a priori* rather than *ex post facto* , a strong principle advocated by many board members.

Arguments against priorities usually evolve around the contention that more money would be available for the single-salary distribution if monies were not set aside for people in special projects. Apparently some districts have been able to find points of compromise on this issue by setting aside a portion of the lottery funds for the special priorities.

The performance contract concept (by any name) appears to be more appealing than merit pay. In some districts, in fact, the appeal is so positive teachers "bid" solely on priorities, without concern for monetary gain. The district provides only funds to carry out activities in the proposal, not to reward teachers for the extra efforts. Teachers appreciate the extra fiscal support to work on challenges that interest them.

Some people argue that money is a relatively insignificant factor when rewards and incentives are concerned. These individuals believe other issues such as working conditions and the proliferation of assignments causes people to drop out of the profession. The fact is, some administrators, when an hourly salary is compared, actually make less than many teachers.

Differentiated staffing

"Differentiated staffing" and "career ladders" are concepts which appear top be interchangeable or synonymous. When people describe the plans there are many similar characteristics. Either plan offers a reward scheme based on job responsibilities rather than on longevity. Responsibilities are organized in a way that job roles progress from relatively simple activities to more complex tasks. Movement (and, therefore, rewards) from one level to the next level is based on a successful evaluation of performance.

Although different districts may use different titles to represent different levels of responsibility, an example of a career ladder looks something like this:

- teacher aide
- teacher
- mentor teacher
- master teacher

While individuals may choose to progress from one level to the next, there is no set expectation for that movement. As one observes the ladder (a ladder which, by the way, progresses from top to bottom), note should be made of the fact that only a small percentage of people move beyond the teacher level. (One criticism of the "ladder" idea is that all people believe they are master teachers—which basically supports the idea that everyone is at the top of the salary schedule.)

An advantage of the career ladder is to eliminate the longevity factor as a criterion for salary. A disadvantage—in addition to the point already made—is that of promoting people ahead on the ladder but away from students. (Simply because people receive positive evaluations for their work with students does not necessarily mean the individuals will perform in the same exemplary fashion when working with adults. The same conclusion, incidentally, can be made about administrators—many of whom were either good teachers and/or good coaches.)

The notion of differentiated staffing isn't new. In the early 60s the Ford Foundation invested large sums of money in staff utilization projects. Later, the federal government established the Education Professions' Development Act (EPDA) to explore staffing and reward systems. Twenty years after these efforts not much remains. What, if anything, did they discover in those districts where differentiated staffing did not stick? What problems are avoidable in the future?

Special improvement plans

This approach is one which rewards an entire school staff rather than an individual and/or a team of staff members.

In brief, the staff at a given site proposes a school improvement plan based upon needs of students. Throughout the year, the staff members work on the plan. If the work is successful, the "school"—not the staff—is presented with a bonus. Staff members are then allowed to spend the bonus on things needed at the school, things normally unavailable through regular operating funds. These expenditures might include furniture for the faculty lounge, curtains for the stage, an additional copy machine, outdoor play equipment and so forth.

The school improvement concept is appealing to many staff members although some individuals may wonder why they work so much harder but receive no personal rewards. Clearly, to some people money is a motivator.

California, as a state, at one time had a plan in place whereby certain staffs were provided school bonuses when students performed exceptionally well on the California Assessment Program—a state test. (For a number of reasons the incentive scheme has been discontinued.)

The staff incentive approach is one way to gain a critical mass of support for an idea and then to celebrate the achievement of a plan's major accomplishments. People like to be a member on a winning team. The school reward alternative may be the least controversial among the incentive options. The magnitude of controversy appears to depend on the kinds of objectives sought and the criteria used for program evaluation.

Staff determination

Perhaps the most controversial of all options is what some people call "staff determination." In fact, a review of the literature resulted in only one known site where the plan was implemented. The approach, however, has continued for more than a decade through several school leaders. There may be features of promise in the plan.

At this site, a private school, there is no single-salary schedule. Each staff member's contribution to the mission of the school is judged by every other person in the organization, e.g., teachers, secretaries, administrators, bus drivers and so forth.

Essentially, the process works as follows. A committee consisting of staff and administration asks for an receives from the Board of Directors a total sum of money to use for salaries and other benefits. As an example, assume the total figure is $2 million. Once the total is determined, it became the staff members responsiblity to figure out how the funds are to be deployed. The staff makes decisions about hiring and firing as well as judgments about comparable worth.

Salary negotiations are held in open discussion. Any person with an interest in the salary issue attends the discussion. From the talks, using a consensus process whereby 80 percent of the staff must reach agreement on a recommended salary, every person's salary is determined—including salaries for support people. Once recommendations are made an individual must decide whether or not to accept the recommendation from others on the staff.

At least three intriguing results come from the process outlined here. First, the administrator was not the highest paid person in the school. The kindergarten teacher was recognized as the most deserving person on the staff. The administrator was the third-highest paid one year.

The second important outcome was the realization that salaries did not, for all people, go up every year. Some individuals remained at the same level from one year to the next (actually a cut in pay when inflation is calculated into the equation) while one person was recommended for a major cut of more than $5,000. A fairly clear message was driven home to the people who did not earn more money from one year to the next.

A third outcome was an enhancement of trust among members of the staff. Since all discussions were held in an open forum and since all decisions were made by consensus, people tended to say what they thought and to take the responsibility for what they said. Perhaps the best way to illustrate the trust factor is by noting the amount of time it took to reach closure on staff salaries. The longest session took five hours and the shortest session lasted two hours.

Apparently, since the process noted here is not exactly sweeping the educational world, there may be certain limitations to the procedure. One reason for mentioning this option, though, is because of SB 1274, proposed legislation by Gary Hart. In Hart's proposal, parent involvement moves beyond the advisory function to decision-making powers, including hiring and firing staff. If and when parents move into hiring and firing roles, the next step beyond evaluation is that of deciding compensation for the staff. If parents get into the act as significant decision makers, there is a good possibility modifications in the single-salary schedule will result—for better or for worse.

States such as Florida and Tennessee are already moving toward the concepts included in Hart's proposal. Parents may be more inclined to wonder about the relationship between ability and rewards, perhaps, than leaders of teacher organizations. What's more, parents might do something more than wonder. If the Hart legislation passes, the future could become even more exciting.

Parent interest

Parents, similar to teachers, may have different hats to wear. That is, while parents may realize an alternative to the single-salary schedule is possible, they appear to wear one hat when they talk about the general theory of alternatives and another hat when they consider their own children.

Wearing one hat, parents may understand the limitations of the single-salary format and even go so far as to vote for an alternative reward package.

The same parents, however, may grow concerned when they learn the teachers who are recognized as the best are not the teachers who work with their children. Nearly any caring parent will be concerned if his/her child receives anything less than the best. The problem is further exacerbated if a parent's child is assigned to the lowest paid teacher in the school.

Interestingly, the matter of parent reaction to teachers in systems where incentive alternatives are operational simply aren't reported in the literature. Is the situation another of those potential problems which doesn't happen in reality? Have districts been able to find ways to accommodate the parents and students? Are there any acceptable responses appropriate to parents? Is there a possibility parents don't care? What's the story?

Everything considered the question posed by parents may be the most difficult of all to answer. Anyone considering new incentive and reward options is well advised to broach parent reactions before moving too deeply into an action plan.

Trust

Although there are examples of alternative reward systems in quite a few districts, a preponderance of districts still function with the single-salary format. Why do alternative plans work one place but not another place?

As a matter of clarification, the single-salary system does not appear to work all that well in most places. In many districts there is an adversarial stance taken by administrators on the one hand and teachers on the other hand. Salary negotiations may last for what seems an eternity. Results of some negotiation sessions are very negative, especially, it seems, in urban areas. Meeting after meeting turns into a battle. Ill will that grows out of salary confrontations tends to carry over beyond the verbal interchanges exchanged in the tugs and pulls of negotiations. In some districts, "collective bargaining" really means "collecting" what is left after normally rational people stop bad-mouthing each other.

Naturally, some enlightened people have come to the realization the negotiation episodes do not have to be win/lose or lose/lose fiascos. Teachers and administrators usually prefer to function in a win/win environment. Ask nearly anyone where there is a win/win environment about the key to success feel negotiations and the answer turns on the concept of "trust."

Not surprisingly, the major cornerstone in districts which have attempted alternatives to the single-salary system is trust, trust that people can pull together in an effort to find new and better ways to meet old challenges.

When people work together nearly anything is possible. Maybe trust is the ingredient needed more than anything else. Perhaps this recognition is one reason some district personnel are beginning to explore what various people call "trust contracts." Trust contracts may be either formal or informal; that is, they may be spelled out in writing or they may be ratified by verbal understandings. In either case, agreements demonstrate a willingness by people within the system to try something which deviates from the norm. Usually the trust agreement allows people in the system to try something in contrast to a condition negotiated in the formal contract.

In practice the deviation usually takes place in one or a few schools in the district, but not in all the schools. One can hypothesize that the greater the level of trust within a given site, the more likely a trust agreement will emerge.

Trust contracts may someday serve as catalytic tools for people who are convinced there must be a better way to reward teachers than the single-salary schedule.

Summary

Most people believe excellent educators deserve higher compensation. There is less agreement, however, about ways to offer more rewards. Here and there, however, are embryonic efforts to discover alternatives to the single-salary schedule.

Even though many people may believe the traditional reward system is inconsistent with compensation arrangements made for other professionals, there also appears to be a strong feeling that discovering and developing new systems may be more painful than simply living with the inadequacies of the existing system. Certainly, when anything as basic as salaries are concerned (a low-level Maslow's element in the needs hierarchy), there probably will be some pain associated with change. Perhaps the change can be more palatable if there is a reasonable level of trust among those who work together.

Whether or not finding an option to the single-salary schedule is a high priority for educators is a debatable matter. At the present time there appears to be more attention placed on the issue from people outside the education establishment than from within. If people in the establishment do not consider different reward structures, there is little chance much will change. As Lou Holtz said, "After all is said and done, more is usually said than done."

Appendix C

Choice

Introduction

On April 26, 1990 ACSA's Region 18 Consortium for Schools of the Future sponsored a "think thank" session.

Bob Pyle, Superintendent from the Grossmont High School District, and **Ron Hockwalt,** Superintendent of the Cajon Valley Elementary District, served as facilitators for the exchange of ideas on the topic of choice.

Options

Perhaps the topic of "choice" is similar to other hot educational topics; that is, different people mean different things when the current buzzwords are used. For instance, there are a variety of meanings which seem to apply for choice:

- Choice of a particular teacher in a given school.
- Choice of a particular school within a district.
- Choice of a particular school which is outside of given student's attendance area.
- Choice of a particular school within or outside a given area—as well as the choice of a particular teacher within a given school.
- Choice of an educational experience outside of the traditional public school orientation.

At the present time approximately 11 percent of the student population in the United States is enrolled in schooling options outside of public education. This percentage, for the most part, seems to be holding steady although there appear to be some shifts out of certain religious schools and into other schools with a religious orientation. Data suggest there is a decline in the Catholic schools and an increase in the Christian schools. Most of the "think tank" discussion focused on choice within the public school setting.

And, of course, there are many other variations on the choice themes presented here.

A review of the preceding options suggest some districts allow (encourage) some choices, but not other choices. Apparently there are very few districts, for example, where some accommodations aren't made for those parents who go to the trouble to meet personally with the school principal, requesting a particular teacher. (Interesting, though, there are districts where it is possible to select a school but not a specific teacher.)

Transfers

Nearly every district has some reasonable arrangement for intra-district transfers. The Los Angeles Unified School District, for example, has twelve different reasons which evoke "automatic" approvals. Anyone who wishes a transfer simply uses the magic words on the transfer request form.

Not only do some districts make an intra-district transfer reasonably easy for parents and students, but specific schools in specific districts may actually recruit students. Recruiting is usually accomplished for two purposes:

1. To maintain a racially balanced school—usually attracting white students to schools with a large black or Hispanic population.

2. To offer a special program which might be impossible to emulate throughout a given school district.

When one reviews the literature on magnet schools, there are two models which generally seem impressive: San Diego and San Jose. Evidently the San Jose model was based upon earlier work completed in San Diego. Apparently, though, more students in San Jose take advantage of alternative choices than students in San Diego.

Some districts now engage in inter-district transfers, as well as intra-district on a routine basis—except, perhaps, when athletes are involved. Clever coaches, however, manage subtle recruiting techniques when there are magnet alternatives at a particular school, alternatives that by sheer coincidence are attractive to the student athlete. Should it be possible to recruit athletes to a magnet school the same as students interested in computers are recruited for magnet schools?

Perhaps one of the most far-reaching inter-district transfer programs is now underway in Minnesota. Students in that state may elect to attend any district in the state or to attend colleges and/or universities for specific courses. Although not a large number of students take advantage of the opportunity, the avenue of choice is open. Early returns on the innovative approach called "Option-10" are generally positive and impressive.

There is little debate that "choice" already exists for many people who know how to access the system. Still, choice is hailed by some as the panacea for the ills of American education. The same concept is also passionately rejected by others as an end-run around what is considered really important in school reform and restructuring.

Debate

At one end of the choice continuum are those who see choice as the undeniable "right" of parents. At the other end of the spectrum are those—apparently the California Teachers' Association falls into this category—who are very much opposed to choice because too much time and money is invested in hype, goes the claim, and not enough in the schools—or at least not enough on those who work in the schools, i.e., teachers.

There are two working papers which reflect pro and con perspectives. The "mostly pro" paper is titled "Parents Guide on Choice." The "mostly con" article is titled "Drawn Off Course." Both of the articles provide commentary on strengths and limitations. And both papers also consider at least parts of the factors on each side of the debate.

As suggested earlier, most of the working papers are based on the concept of choice within the public school system. There is, however, a potentially strong movement among the general public to shift the choice conversation away from the public sector to include the private sector.

Apparently recent polls suggests parents and other members of the community are in favor of choice—often from a free market point of view—because there is at least some belief that specific districts are so overwhelmed with problems there is no way out of the swamp.

School districts in Massachusetts and New Jersey which have been taken over via educational bankruptcy maneuvers have gotten considerable attention. Parents in these district evidently believe someone other than those running the system could do as well or better. In the Chelsea District outside Boston, for instance, the district was turned over to Boston College. (Current reports suggest the members of the district board aren't particularly enthusiastic about the way the college authorities have gone about their business. Perhaps one choice is as bad as another—or, maybe the problems simply aren't solvable.)

Critics dissatisfied with public school efforts—as well as many parents who are paying for a private school education—seem to be championing a movement toward tuition tax credits and vouchers. Most recent polls suggest somewhere between 60 percent and 70 percent of the respondents favor choice, although it is less clear what portion of this majority favor the open-market plan promoted by two of the strongest advocates, Coons and Friedman.

The tuition tax benefit or the voucher plans do, however, produce a strange sort of political bed-partner relationship on the concept of choice as both liberals and conservatives favor the concept—for different reasons. How paradoxical! Even when the Democrats and Republicans agree, they disagree.

The tuition tax credit and/or voucher idea isn't new. In fact, the idea was proposed for the California ballot some years ago. At that time the notion failed to receive sufficient signatures for a referendum vote.

Cautions

There are usually two or three issues which emerge when "choice" is considered. These concerns are reflected in the ACSA position statement on choice. In essence, ACSA has, on an official basis, taken the following position:

> ACSA supports locally adopted school choice plans and opposes mandated open enrollment.

The position statement then goes on to indicate at least a dozen "strings" which are attached to the official support of the choice concept. It is within these statements that attention is called to potential problems associated with choice. Certainly, even the strong advocates for choice suggest there are certain possible limitations.

For example, one assumption made about choice is that parents will become sufficiently informed about alternatives that wise choices for their students' education can and will be made. This may or may not be a particularly valid assumption. Indeed, there are some parents who made poor decisions about their own education. Those same parents may not be inclined to make much better decisions for their children. Realistically, some parents know how to access the system and others don't.

ACSA's safeguard is stated this way: "...enrollment procedures must be available to, and understood by, all parents."

Actually, this statement represents two important concepts. Certainly it is possible for a school district to make information available regarding magnet programs or other types of choices. But there is less probability that "all" parents will understand the options, or will take time to learn about the options. Should those parents who know how to access the system be denied choice because other parents either don't understand or don't care about options?

Another ACSA safeguard suggests, "...enrollment procedures must prevent skimming of any particular group of students." Is it possible for a magnet program to attract students without "skimming" a particular group of students? Is the inherent purpose of a magnet program to skim a certain segment of the student population?

Finally, ACSA takes the position that differences in revenue limits between school districts, including basic aid districts, must be resolved before the adoption of an inter-district choice plan. Obviously, there are districts and superintendents around the state who don't abide by this position because choice plans have already been implemented. There are still inequities in revenue limits and the inequities will likely continue regardless of court cases or other safeguards. If the ACSA position statement is taken seriously, "choice" may never be an option.

Summary

The jury is still out on the benefits and/or limitations of choice. One of the major concerns of many people, especially in relationship to the choice of a magnet school, is whether or not the program will cause students to be resegregated within the magnet school. Resegregation, indeed, is a real issue.

According to the media, resegregation was one of the major concerns with the magnet program at Gompers School in San Diego. (There were also rumors of other problems so resegregation may or may not have been the primary issue.) Naturally safeguards must be taken to prevent segregation by programs, within an integrated school.

Perhaps one reason elementary schools seem to be more effective in the implementation of magnet school concepts is because there is less specialization. Apparently fewer students are tracked into so-called homogeneous classes.

How can choice be judged? After all the discussion and hype, part of any evaluation regarding choice should be related to improved learning in the schools. Perhaps the best source on student achievement in the working papers comes from the Montgomery County Schools. Evidently, designated researchers in that district found there were some significant improvements in student achievement in some areas, but not in other areas. The results, as is the case with most educational research, were mixed. Perhaps the specific combination of teachers and students were more influential on student achievement than the impact of the magnet emphasis.

Results of the Maryland study suggested parents in both magnet schools and nonmagnet schools seem to be supportive of the schools their children attend. Are parents and students more likely to support the school they chose than a school where they were assigned? Are teachers who are allowed to work in a particular area of interest more likely to support the school of their choice?

Another question which comes up in most considerations of choice is whether it will cost more money.

Indications are that choice, at least within the public system, requires more money—usually for transportation and, in some instances, for teachers and support materials when it is necessary to create more classes.

Clearly there are many unanswered questions regarding the concept of choice. Perhaps the first step in the process for determining the feasibility of choice is to define, specifically, what the term means when applied within a given school district. (Friedman, for instance, suggests choice extends even to the principle of compulsory attendance. That is, the first choice anyone has to make is to decide whether or not to attend school at all.)

Perhaps there will never be clear-cut answers to all the questions—or perhaps answers will depend on the implementation of different choice models. Whatever decisions are made, generally the best decisions are based on good information. Hopefully the "think tank" opportunity will allow participants a chance to check their own thinking on the topic of choice with the thinking of other people who have given the matter significant attention.

Schools of the Future

Elementary schools

The elementary school of the future is relatively small, perhaps 300 students. The school's mission is determined at the local site. Financially, people at the school receive funds to operate and are held accountable for appropriate use of the funds.

There is a high level of decision making at the local site by a body similar to the local Board of Education. The curriculum is outcome-based; grade levels are eliminated. Tests designed to assess basic knowledge and the ability to apply that knowledge are given at three intervals during a child's program.

Students are expected to master outcomes specified before moving on to the next level of learning. Promotion is based on the successful achievement of desired outcomes. Assessment involves social as well as academic abilities.

Staff members at the school develop educational means upon which interdisciplinary instruction is based. To accomplish the desirable outcomes, a modified staffing pattern includes additional personnel.

During the early years, the ratio between students and certificated staff members approaches 8 to 1. Support specialists and auxiliary aides, in addition to the teacher, are included on the instructional team. Rather than pull-out programs, specialists work in the classroom.

At higher grade levels, the student/teacher ratio increases. Support teams at all levels include both certificated and non-certificated people.

Teachers are provided both ample planning time as well as sufficient opportunities to learn new skills. A major part of the staff professional development program is based on the opportunity for peer coaching to occur.

Even though the school is relatively small, it houses other social agencies, including medical and dental services. Adult education classes are held in classrooms during the evening hours and the playground and other outdoor facilities are also available for community use.

A building facilities manager assumes logistical responsibility for operation of the plant. This administrative arrangement enables a "Master Teacher" to assume instructional responsibilities.

In addition to social service offerings, the school provides child-care services for working parent(s). Child-care services are contracted to a special agency in the community, similar to the way transportation services have been contracted by some districts in the past.

Although most regular students are housed at the school site, the school has several annexes where students are able to attend classes. Some of the annexes are located where their parents work. This arrangement between the school and the businesses helps to reduce the need for additional classrooms.

The outcome-based curriculum assists greatly with the type of organizational pattern described here, allowing students relatively easy entrance and exit.

Teachers supplement student learning with information about how to use technological tools such as the computer. Additionally, teachers learn to use video-disc curriculum for areas of the instructional program where teachers feel less capable.

Teachers spend some of their "off duty" time learning to implement new curricular materials into their classroom activities.

Technology is truly integrated into the instructional program and its application is felt both at school and at home.

Since the curriculum is outcome-based, the school operates on a year-round schedule allowing students and parents the opportunity to choose if/when they wish an alternative to the "summer vacation."

The school is an exciting place to learn, both for the students and for the teacher.

Schools of the future: Secondary schools

The secondary school is relatively small—400 students. The school's mission is determined by those responsible for governance—parents, students, and parents and staff and members of the business community involved with the local site.

The curriculum is outcome-based. Students must pass an entry test for admission to high school. Students and their parents have chosen this school and are actively involved in making the educational program meet the needs of the students.

Students have a core teacher, a generalist, rather than a variety of subject-specialists. Students graduate when they meet predetermined criteria, at approximately age 16—nearly a year earlier than usual.

Since the teacher is a generalist, specialization takes place either at the junior (community) college, through special tutorial arrangements or through the use of sophisticated technology.

Much responsibility for learning is placed on the student. Opportunities for success are available to all.

The core teacher is assisted by a team of people, but since cooperative learning is a major part of the instructional program, students learn to work together and to assist one another.

The core class involves approximately 15 students. Students are with the same teacher for most of the day. The school year is very flexible depending on the learning experiences of the students.

At times the students and members of the instructional team are on extended field trips; actual in-school class time is reduced when field trips are held.

Students in the school do not move from class to class every 55 minutes. The length of the class is dependent on the learning activity rather than on a pre-set schedule.

The small core class allows the teacher to know the student and for the student to have a home base. Some students remain with the same teacher throughout the student's high school career.

Educational offerings are built upon learning themes which assure an interdisciplinary approach. Essentially there are three instructional focal points: (1) to maintain the basic learning skills taught during the elementary educational years, (2) to help students learn to get along with themselves and others, and (3) to help students master universal learning strategies, i.e., thinking and problem solving.

During the first year at high school, students engage in a "probe" experience. This program includes investing up to one semester working at a job, a job which appears to be consistent with a student's career aspirations. This experience is designed help the students learn what it takes to become a responsible employee. At least theoretically the probe experience helps students make thoughtful educational choices. A close working relationship is established between the school and the business community because logistical details are quite complex.

During the probe experience students maintain some of their basic skills via the computer provided by the employer for student use at the work site.

This school does not have an interscholastic program; students involved in athletics either participate in an evening program when the community has access to the gymnasium and other recreational facilities or the student travels to the "athletic" magnet school.

Because of the influence of the business community on the educational program, there are strong expectations for accountability on both the part of the students and the staff. The students, for instance, have a variety of options available for "graduation." Differentiated diplomas are considered carefully by employers and admission's counselors at colleges and universities. Over time diplomas gain acceptance and credibility. Students realize what expectations are held for each variety of diploma and either accept or reject the responsibilities which go with each.

Students learn personal decisions have consequences.

Staff members also receive differentiated salaries for the contributions they make. Members of the instructional team, both certificated and non-certificated, have options to decide just how thoroughly they wish to be involved with the students and the program and are paid on the basis of involvement and student achievement.

Staff evaluations are made by other professionals working at the site. The evaluation process is relatively simple based primarily on two factors: (1) students' signing up for teachers' classes—insufficient enrollment results in non-employment, and (2) students' successes based on predetermined achievement criteria known and understood by the teachers, students and the evaluators.

Students at the school not only engage in the probe experience and use the community-at-large as a learning center, but the students—prior to graduation—are expected to return the cost of some of their education to the community by providing 100 hours of service. The service responsibility takes place at local hospitals, convalescent homes, food shelters, child-care facilities, road clean-up gangs, and—for those who are capable—at adult education centers as tutors for non-English speaking people.

The service activity is a regular graduation requirement.

Since the community-at-large encompasses the learning environment, businesses open their computers for student access during the evening hours. Moreover, business and industry work closely with the governance body at the school to help prescribe graduate expectations.

At times, both at the school and at the specific business site, specially trained people assist students by offering tutorial support on a volunteer (but large scale) basis.

The high school of the future has a relatively narrow but intensive mission to accomplish, both for the student and for the community.

Education district of the future

The education district is headed by a person who has a role somewhat similar to a city manager. That is, this person receives direction from the governance body—a body elected from the governance group at each of the learning sites. The district manager has a responsibility to bring a variety of social, health, education and other services to students and to the students' families. The manager is charged with making efficient and effective use of all community, state and federal resources.

The staff at the district office is determined by needs at the schools, because the resources from the schools are used to purchase services from the district. No service requests result in no staff. A major challenge of the district manager is to maintain an overhead as low as possible.

Because of requests from the schools, district personnel are heavily involved in the identification and training of both certificated and non-certificated staff. The training function is in competition with colleges and universities as there is a belief that agencies other than teacher training institutions can provide appropriate background to prospective teachers.

Special attention is given to the identification of minority personnel. Moreover, the district staff serves liaison functions with the community-at-large by establishing work sites, service sites and partnerships with business institutions.

The governance body at the district level allocates resources to local sites and has a major responsibility for establishing and maintaining an ongoing, long-range study and strategy group to consider how ever-changing needs can best be met. This group is actually engaged in strategic planning for the future.

Each school site is expected to work on a school improvement plan to meet high priority issues. The district governance group requires an annual plan for each school, a plan with clearly stated outcomes and criteria for use to assess how successfully each school staff achieves its outcomes. The district requires each school staff to prepare an annual report card on accomplishments. After review, the report is presented to the patrons of the school-community. As a result of the information function, the district office serves as a public relations agency to help communicate ideas about the schools to members of the public.

People at the district level have the responsibility for housing as well as a variety of other logistical support services. One important service is that of locating seniors in the community who can work as sponsors for certain students who need the attention and the moral support to continue the educational process.

The district leadership is intent on providing services. The leadership team assists with the transference of promising practices tested at one site and applicable at another site. In addition, people at the district promote and support racially balanced magnet-type alternatives. People at the district level see their responsibility as facilitating the efforts of people in the schools.

A new position at the district level is the business/school liaison, finding ways partners can function together in mutually supportive efforts. This is a full-time responsibility requiring a cadre of people who interact significantly with people throughout the community because the museums, science centers, beaches, forests and other alternatives are part of the learning environment.

The district office personnel hold an attitude which suggests that effective schools for the future will need to be significantly different to be significantly better.